



Tilghman **VILLAGE MASTER PLAN**

February 2017

TRANSMITTAL LETTER

Forthcoming

This Village Master Plan was prepared by Lardner/Klein Landscape Architects in partnership with Talbot County using Federal funds under award number NA15NOS4190165 from NOAA, U.S. Department of Commerce. The statements, findings, conclusions, and recommendations are those of the author(s) and do not necessarily reflect the views of NOAA or the U.S. Department of Commerce.



Tilghman

VILLAGE MASTER PLAN

Prepared for:
Talbot County, Maryland



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LARDNER/KLEIN
LANDSCAPE ARCHITECTS

in association with:
Heritage Strategies, LLC

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Code Development

ACKNOWLEDGMENTS

Tilghman Citizen'S Advisory Committee

On April 26, 2016, the Talbot County Council appointed the following individuals to the Tilghman Citizen's Advisory Committee:

Mark Connolly - Waterman and Boat Builder

Kelley Cox - Executive Director of Phillips Wharf Environmental Center

Gary Crawford - Crawford's Nautical Book Store

Joyce Crow - Principal of Tilghman Elementary School

Francine DeSanctis - Director of Tilghman Food Bank

Tim Fluharty - President, Fluharty Electric, Inc. and President, Tilghman Volunteer Fire Company

Jeff Harrison - Waterman and Member of Talbot County Parks and Recreation Advisory Committee

Levin F. "Buddy" Harrison, IV - Harrison House Country Inn and Charter Fishing

John Kinnamon - Boat Builder

Mike Richards - Lazy Jack Inn

Mark Weist - Dead Rise Marine (Marine Repair & Contracting Business)

Maryland Department of Natural Resources Working Waterfronts Program Staff

Kelly Collins, MDNR

Nicole Carloza, MDNR

Talbot County Council

Dirck K. Bartlett

Chuck F. Callahan

Corey W. Pack

Laura E. Price

Jennifer L. Williams

Talbot County Staff

R. Andrew Hollis, County Manager

Mary Kay Verdery, Planning Officer

Miguel Salinas, Assistant Planning Officer

Martin Sokolich, Senior Planner

Elisa Deflaux, Environmental Planner

Meagan Patrick, Floodplain Coordinator

Michael Mertaugh, Public Works

Mark Cohoon, GIS Manager

Warren Edwards, Roads Department Superintendent

Preston Peper, Director of Parks and Recreation

Thank you to the many residents and friends of Tilghman who attended public meetings, filled out the community survey, and offered other valuable insights throughout the planning process.

CONTENTS

| | |
|--------------------|----|
| Transmittal Letter | ii |
| Acknowledgments | iv |

Introduction 1

| | |
|--|----|
| Purpose | 1 |
| Study Area | 3 |
| Geography | 3 |
| Community Context | 9 |
| Existing Land Use | 12 |
| Community Profile | 16 |
| Community Engagement Process | 17 |
| Community Planning Issues and Concerns | 18 |

Community Vision And Goals 19

| | |
|------------------|----|
| Community Vision | 19 |
|------------------|----|

Land Use and Community Character 23

| | |
|---------------------|----|
| Issues | 23 |
| Land use Strategies | 25 |

Heritage And Nature-Based Tourism 33

| | |
|--|----|
| Heritage And Nature Based Tourism Assets | 33 |
| Issues | 34 |
| Strategies | 34 |

Neighborhood 37

Community Development 41

Implementation 47

| | |
|--|----|
| Potential Funding Sources | 50 |
| Additional Private Grant Opportunities | 58 |

Appendices

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INTRODUCTION

The village of Tilghman is facing a primary challenge—how to balance the desire for a viable working waterfront and a functioning maritime commercial/retail street. Tilghman’s water-dependent businesses have supported and been supported by many private boatyards and marinas. However, there is concern among watermen that the owners of these businesses are advancing in age and have no one to succeed them. Or worse, the businesses themselves are no longer viable with the diminishing number of watermen and water-dependent business to support them.

PURPOSE

Those who live, work or spend leisure time in Tilghman appreciate its authenticity and its strong community values and character. However, there are often-competing interests between working watermen and tourism-dependent private marinas, or between long-time residents, newcomers, and weekend visitors. This plan seeks to balance these interests for the betterment and long-term viability of the community as a whole.

The purpose of the plan is to build upon goals and policies established for all of Talbot County’s villages, (Map 1) as part of the Comprehensive Plan. Some Village Plans were also created by Village Center Board Members and other residence of their respective communities. One of those plans was created for Tilghman which has been taken into account in the development of this master plan. The Planning Commission elected to consider the plans separate from the Comprehensive Plan, and they have been appended to the 2016 Comprehensive Plan document.

The goals of the Tilghman Village Master Plan are to:

- Identify and designate parcels and areas for a Working Waterfront Overlay District (WWOD)
- Develop a strategy to expand access in existing public (or private) landings and marinas and/or develop new public facilities.

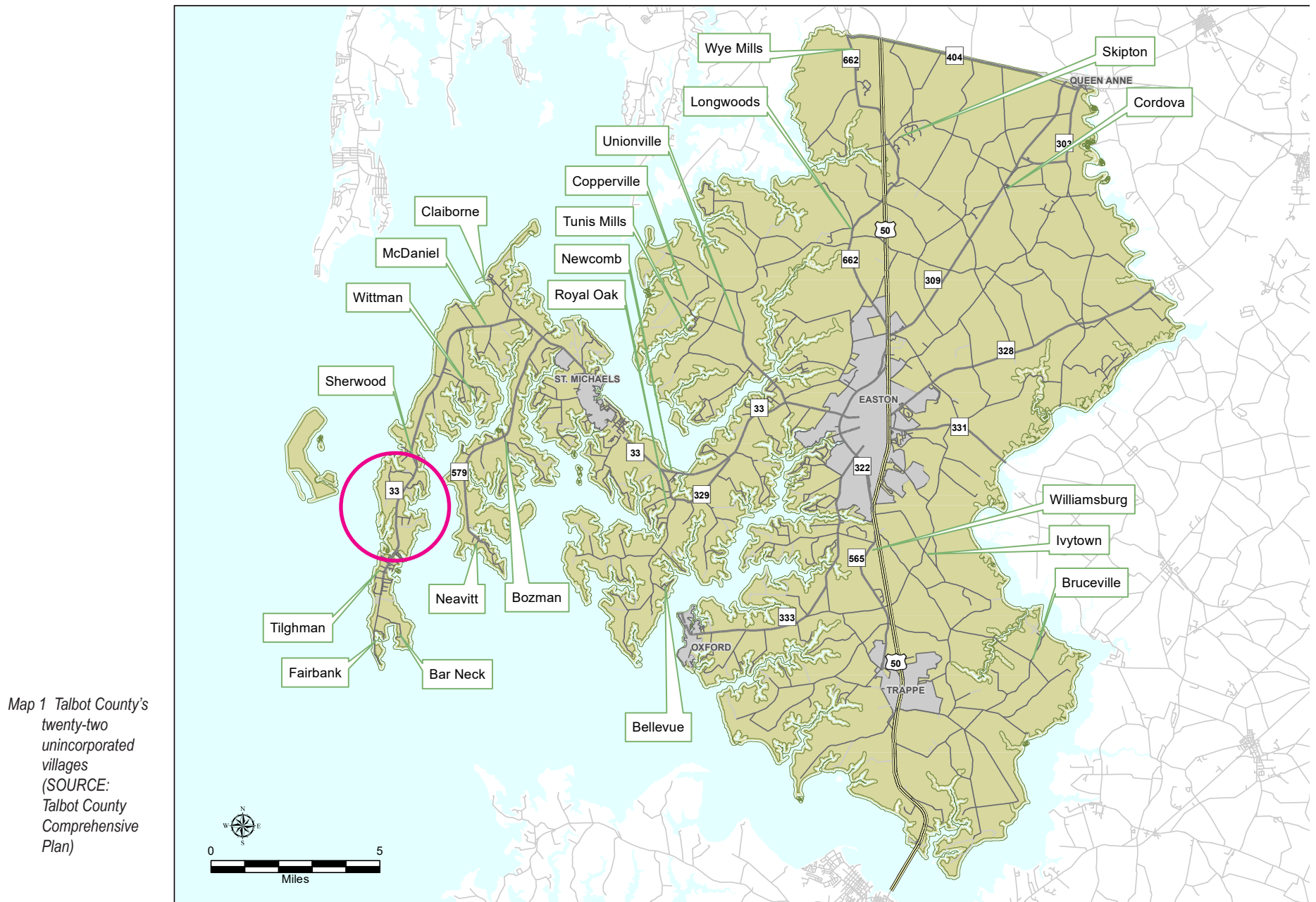
What is a “Village”?

According to the Talbot County Comprehensive Plan, villages are recognized for their significant heritage and pattern of development. Villages are designated in the Comprehensive Plan as a Community Character land use in order to safeguard these attributes while providing for some measure of growth and redevelopment. In its Smart Growth Act of 1998, the State of Maryland defines a rural village as an:

“...unincorporated area that is primarily residential, including an area with historic qualities, that is located in an otherwise rural or agricultural area and for which new growth, if any, would derive primarily from in-fill development or limited peripheral expansion.”



Figure 1 Knapps Narrows



Map 1 Talbot County's
twenty-two
unincorporated
villages
(SOURCE:
Talbot County
Comprehensive
Plan)

- Evaluate the potential for properties to be established as an Intensely Developed Area (IDA) under the Talbot County Critical Area Ordinance.
- Define the preferred scale and character of future development, and the compatibility and suitability of existing and proposed land uses.
- Identify priority areas and/or structures for redevelopment or rehabilitation.
- Identify potential funding sources and State and local designations to leverage and encourage appropriately-scaled development and redevelopment.
- Identify what new community infrastructure is required to accommodate compatible and suitable growth and expansion of existing businesses.

STUDY AREA

The study area includes all lands and shorelines within the Tilghman Village Center Zoning District (Map 2).

GEOGRAPHY

Tilghman Island, sometimes referred to as the “pearl” of the Chesapeake Bay, is rich in both the natural and cultural history. Tilghman Island maintains a close connection with the water, crabs, oysters, and waterfowl of the Bay as a natural resource, and as a source of seafood and productive jobs.

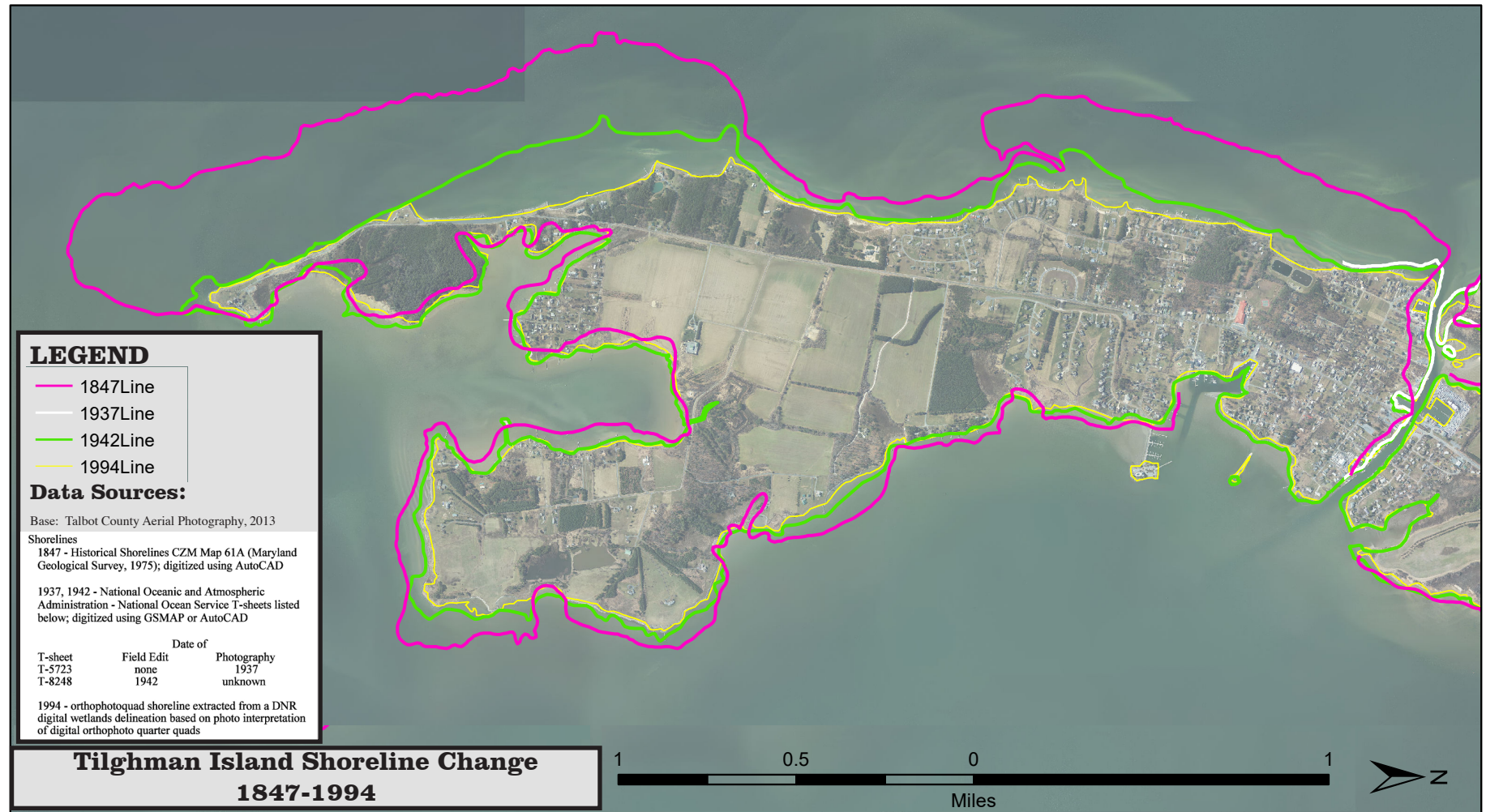
Land and Water

Tilghman is connected to the mainland by a bascule vertical drawbridge¹ at Knapps Narrows—a navigable channel with tightly arranged marinas, wharves, and docks at the northern end of the island. Embarking on the Tilghman Island Passage, a ten-mile route circumnavigating the island, one encounters both the Chesapeake Bay on the west and the Choptank River and Harris Creek on the east. Resources of the Bay and the River (including fish, crabs, and oysters) supported and continue to support the working waterfront communities of Tilghman.



Map 2 Study Area

¹ Choptank River Heritage Web site, <http://www.choptankriverheritage.org/>



Map 3 Maryland Geological Survey Shoreline Changes map, Tilghman Quadrangle, MD

Shoreline

The Talbot County Department of Parks and Recreation owns and manages two large public landings in Tilghman: Tongers Basin with 9 contracted boat slips, and Dogwood Harbor with 29 contracted boat slips. Currently, commercial watermen are able to rent these slips at a reduced yearly rate. However, the Maryland Working Waterfront Commission's Final Report from 2008 identified Tilghman as among the six communities statewide in the greatest need for additional waterfront access for commercial watermen. The lack of waterfront access in Tilghman was further confirmed by the Department of Planning and

Zoning in meetings and phone conversations with representatives from the Talbot Watermen Association in the Fall of 2015.

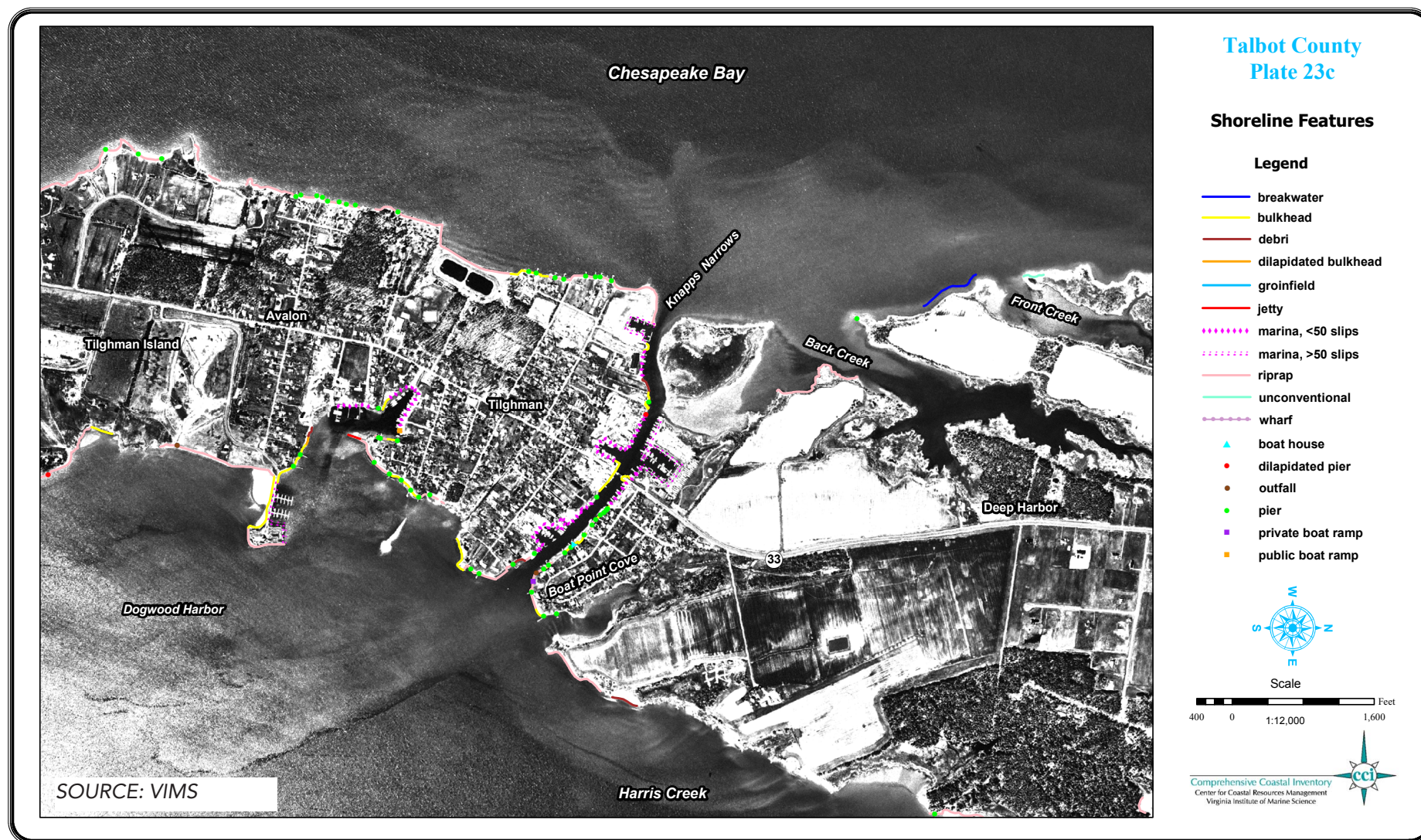
Maryland Geological Survey's Shoreline Changes map (Map 3), illustrates changes dating back to 1847, indicating that substantial shoreline changes have occurred along the western shores of Tilghman. Large land masses once above sea level are now presumably submerged and/or eroded. According to the 1847 shoreline mappings, the built edge of Knapps Narrows, as it is today, did not exist until 1931.

Knapps Narrows and Dogwood Harbor are lined with built features (Map 4), including bulkheads, marinas, piers, boat ramps, and riprap; natural shorelines are limited. Similarly, shorelines in Tilghman waterfront neighborhoods are predominantly characterized by riprap, piers, and bulkheads.

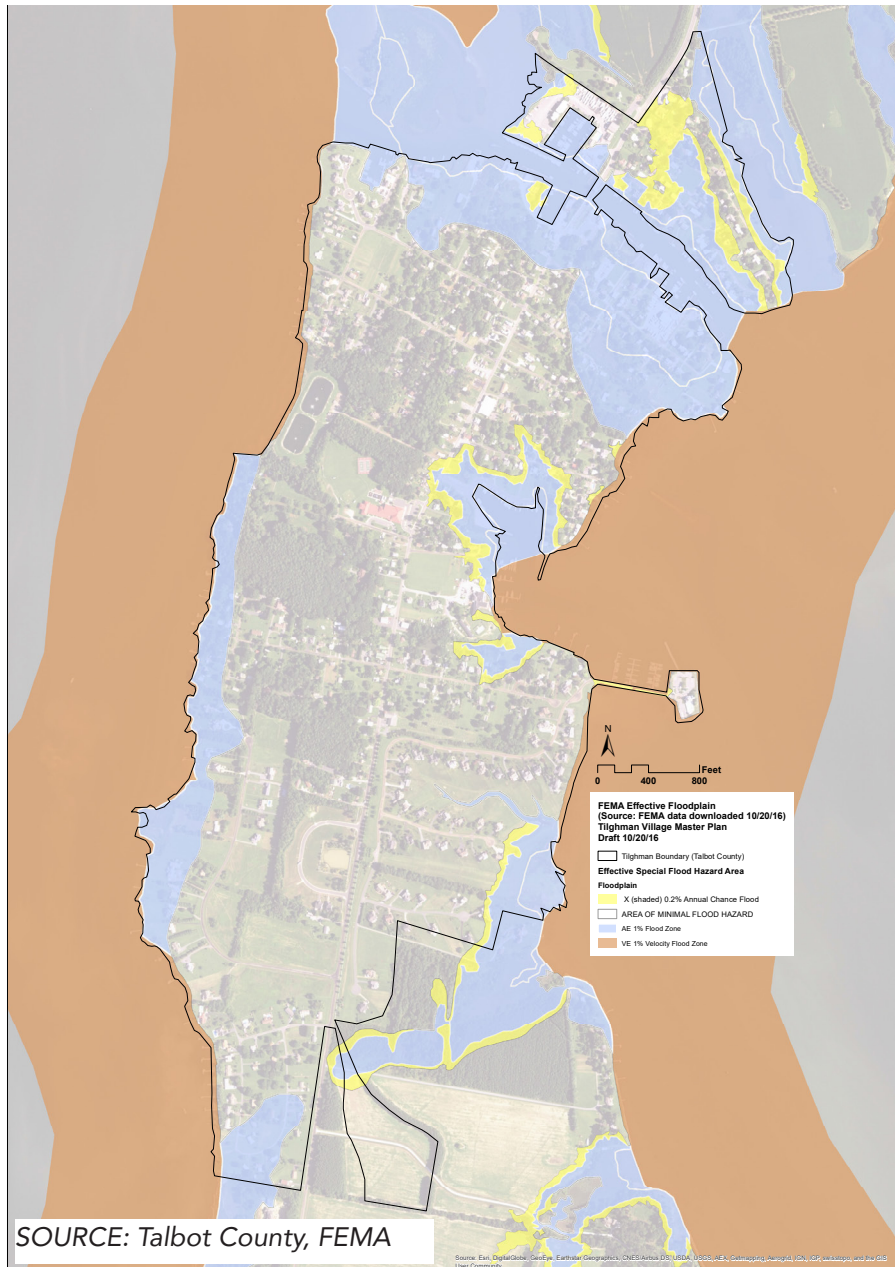
Flood Risk

While much of the inland neighborhoods and Tilghman Island Road are outside of the Effective FEMA Floodplain (Map 5), Knapps Narrows and Dogwood Harbor lie within the 100-year floodplain Zone AE (1% annual chance flood), and the 500-year floodplain Zone Shaded X (0.2% annual chance flood). Tilghman Island Road is prone to 100-year and 500-year flooding in the area between Tilghman Elementary School and Gibsontown Road. Both the Choptank River and the Chesapeake Bay shorelines are subject to velocity or wave flooding, VE (1% annual chance).

Flood risks are also likely to be exacerbated by the potential effects of sea level rise (Map 6). The NOAA Coastal Flood Exposure Mapper, shows sea level rise scenarios of 0 to 6 feet, which represent a rise in water above the average of the highest high tides (called mean higher high water, or MHHW) for hydrologically connected areas. Areas that are lower in elevation will be exposed to flooding from sea level rise first and are represented by the darkest red.



Map 4 Shoreline features



Map 5 Floodplain

Changes in local, or relative, sea level have long-term implications, including increased extent and frequency of events such as storm surge, as well as permanent changes to shorelines and coastal habitats. For more details about the data shown in Map 6, visit the [Sea Level Rise and Coastal Flooding Impacts Viewer](#).²

Tilghman is susceptible to Hurricane storm surge. Data derived from [storm surge inundation maps created by the National Hurricane Center \(NHC\)](#) Storm Surge Unit with the Sea, Lake, and Overland Surges from Hurricanes (SLOSH) model are noted for Category 1, 2 and 3 storms as shown on Map 7 on page 9. This map emphasizes areas with the highest degree of exposure. Therefore, areas in the Saffir-Simpson Category 1 storm surge zones are displayed in the darkest color.

Critical Areas

One of the key regulatory challenges to Tilghman's goal of a restored working waterfront is the Critical Area designation of most of the island as a Limited Development Area (LDA). One way to maintain the viability of Tilghman as a working waterfront would be to re-designate specific properties in Tilghman as an Intensely Developed Area (IDA), defined as areas of concentrated development where residential, commercial, institutional, or industrial land uses predominate and little or no natural habitat is found (Map 8).

The key difference between land designated as LDA and land designated as IDA is that LDA lands are subject to strict lot coverage limitations. IDA lands do not have such limitations, as they are places where land has been allocated for development. IDA lands must follow other rules, which requires that pollutant runoff loads on developed sites be reduced.

A prime goal of the Critical Area legislation is to limit and steer new growth to appropriate locations over time. Since IDA lands are allowed to carry higher development intensity, each county in the

² <https://coast.noaa.gov/digitalcoast/tools/slr>

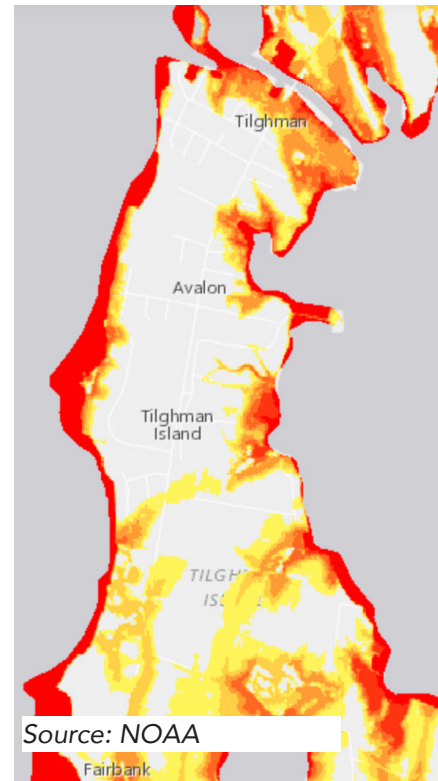
Critical Area program has only a small amount of IDA land that it can allocate. If Talbot County wishes to pursue IDA allocation, the first step in the process is to have a citizen input process (such as this project), which assesses citizens' vision and goals for an area.

Through dialogue with the public, the County must define the area for which it will request IDA allocation. Several earlier attempts to establish an IDA in Tilghman were limited by a strict interpretation of state law by the Critical Area Commission that the area requested for IDA allocation must be at least 20 contiguous acres in size where commercial, residential, industrial, or institutional land uses dominate. The regulations also stipulate that the IDA should be in a location that promotes water quality and which is adjacent to other IDA or LDA lands, if possible. After the area is defined, the local jurisdiction must approve the allocation following certain procedures, then take the allocation to the Critical Area Commission for final approval and changes to the Critical Area maps.

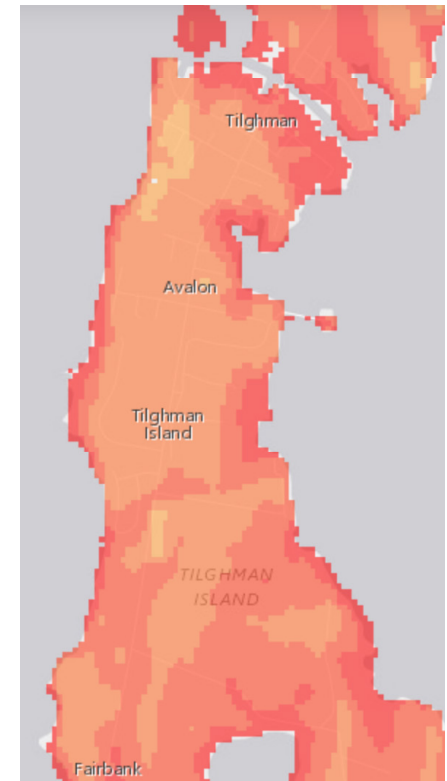
More recently the Critical Area Commission has changed that interpretation to allow for areas that are smaller than 20 acres if property is:

1. Located in an existing village planning area
2. Currently served by public sewer
3. Consistent with the Goals and Objectives of the Comprehensive Plan
4. Has an overall economic benefit to the community

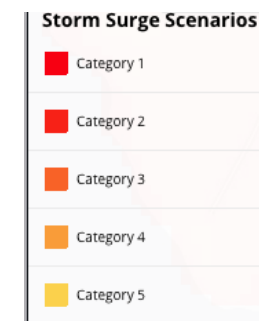
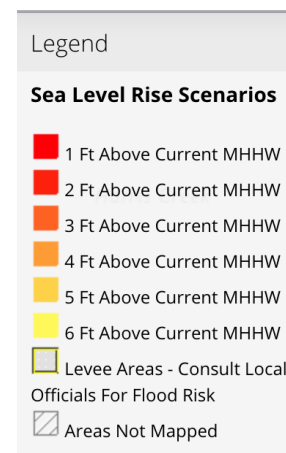
Based on an initial review of the County's development regulations, there is at least one major hurdle to the establishment of an IDA on Tilghman Island—the County's regulations stipulate that lands within an IDA must be zoned either Limited Commercial (LC), General Commercial (GC), or Limited Industrial (LI). Currently there are no areas with these zoning district designations that comprise 20 or more contiguous acres.

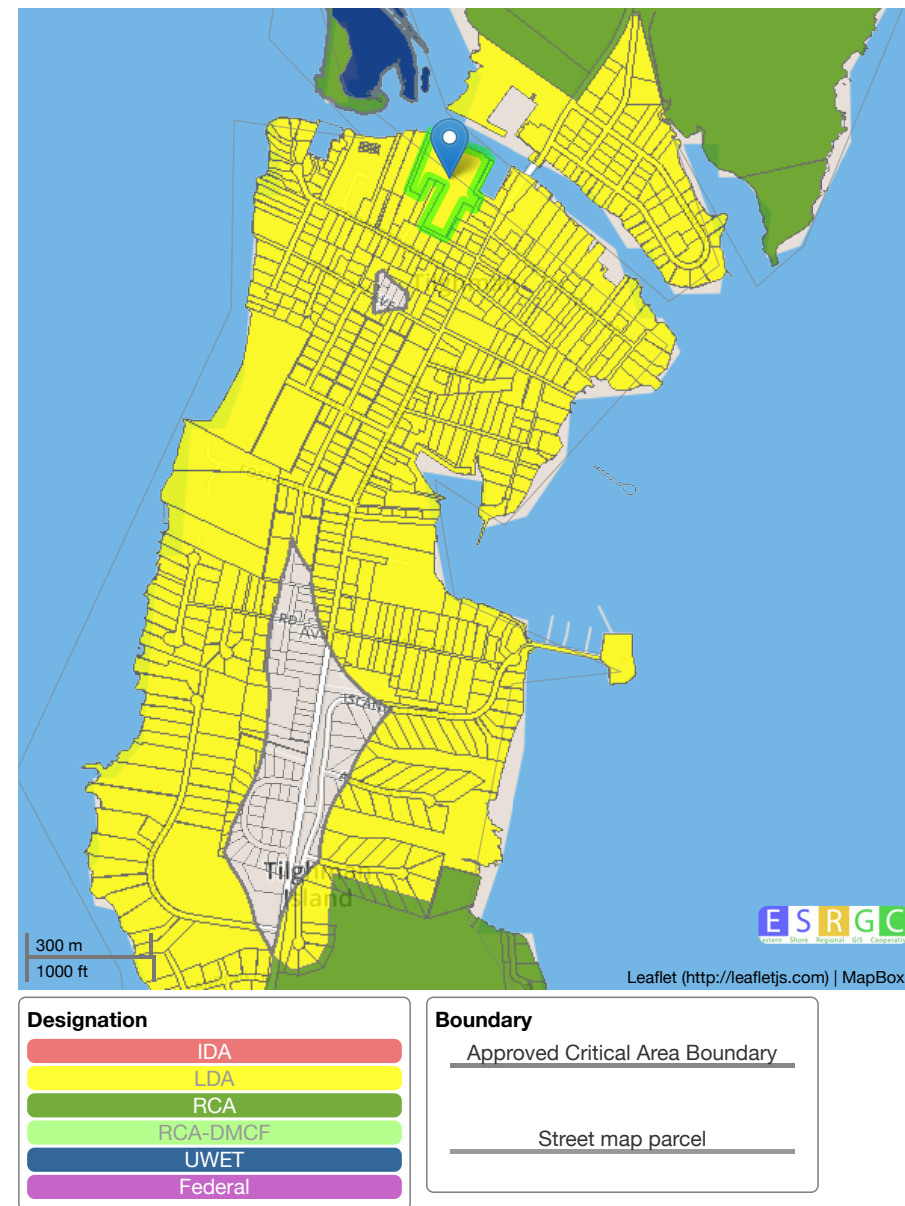


Map 6 Sea Level Rise Scenarios



Map 7 Storm Surge





Other issues involved with the establishment of an IDA are discussed in Section 5, Goals and Strategies.

Map 8 Critical Area

SOURCE: <http://webmaps.esrgc.org/cbca>

COMMUNITY CONTEXT

Early Settlement

As early as the 1600s, maps indicate that there was a bridge connecting the mainland with Tilghman Island at Knapps Narrows. The island was known as Foster's Island or the "Great Choptank Island," and was admitted to Talbot County in 1707. By the mid-1700s it was named Tilghman Island by Matthew Tilghman who inherited the land. Oystermen purchased land in the early 19th century to gain access to the abundance of oysters located in prime harvesting waters surrounding Tilghman Island. In the mid-1800s, land was purchased by General Tench Tilghman who erected two steam sawmills, and by the turn of the century the seafood and steamboat industries were thriving. Such success aided in the island's reputation for good fishing and accommodations favorable to vacationers.³

Maryland Inventory of Historic Properties

A recently updated inventory of Maryland Historic Properties (MIHP) reveals the profusion of historic resources found within the Tilghman Island Survey District. Thirty-four places, not including skipjacks, make up the cadre of historic houses, churches, commercial buildings, and municipal facilities (Map 9). Included among these is the Tilghman Island Bridge that once spanned Knapps Narrows. This unique heel trunnion rolling lift bridge with a counterweight was built in 1934 and currently resides at the Chesapeake Maritime Museum's St. Michaels Campus.⁴ The bridge is also listed on the National Register of Historic Places.



Source: Talbot County

Figure 2 Aerial Photograph (1938)



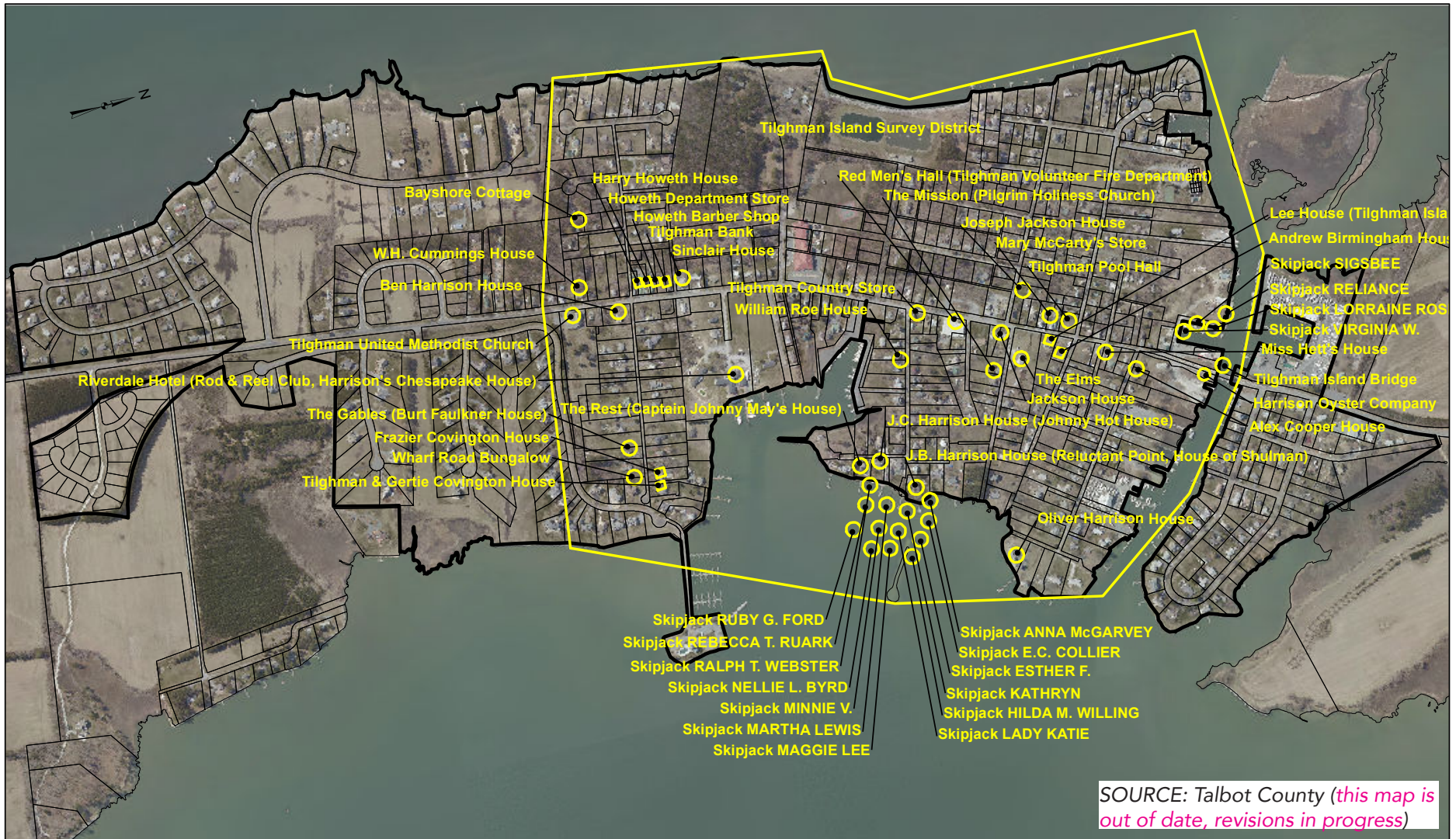
Source: Talbot County

Figure 3 Aerial Photograph (1977)

³ Talbot County Web site; Historical Society of Talbot County, http://www.talbotcountymd.gov/index.php?page=Talbot_County_History

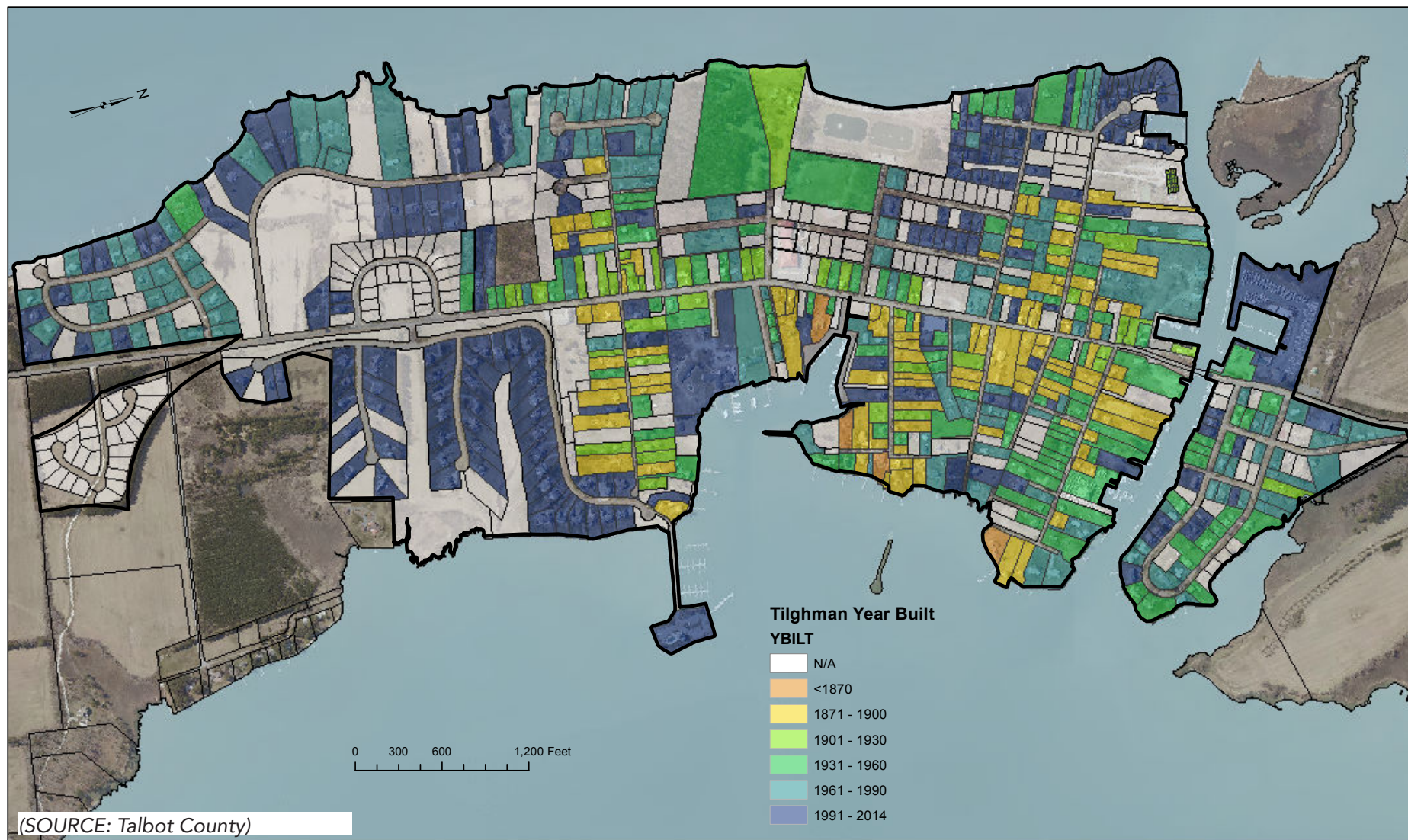
⁴ Library of Congress Web site; <http://www.loc.gov/pictures/item/md1396/>

**Rural Village of Tilghman
Maryland Inventory of Historic Places (MIHP)**



Map 9 Maryland Inventory of Historic Properties

**Rural Village of Tilghman
Year Built**



Map 10 Rural Village of Tilghman, Year Built,



Figure 4 Knapps Narrows Bridge



Figure 5 Howeth Department Store, then (above, top) and now



Figure 6 Tilghman skipjack (photograph courtesy of Jerry Friebaum)

Building Profile by Year Built

According to Talbot County's geographic information data base (Map 10), nearly half of the structures in the Village of Tilghman were erected prior to 1961 (green, yellow and orange on the Year Built map), and many were built in the 19th century; few structures were constructed prior to 1870. Tilghman United Methodist Church on Tilghman Island Road was originally built in 1784, and the current structure was constructed in 1879. The Tilghman Island Country Store—cedar shakes now painted red—was built in 1877 and has undergone several renovations over the years. An iconic commercial building in the village, Howeth Department Store's southern gable was built in 1892; the northern flat roof section was added in the 1920s.⁵

One vernacular style of architecture that was common in Tilghman was the "W" shape, as it was coined. It is characterized by three gables on the front of the structure. While this style was popular circa 1890, many of the buildings did not survive.⁶

Skipjacks

Fifty Historic Places are found within the Tilghman Island Survey District; sixteen of such include skipjacks. The largest fleet of working skipjacks is currently in operation at Dogwood Harbor. Among the fleet is the Rebecca T. Ruark, the oldest operating skipjack on the Chesapeake Bay. Built in 1886 in Taylor's Island, MD, the vessel continues to be in operation, transporting oysters and tourists to and from Dogwood Harbor. Captain Wade H. Murphy rebuilt the skipjack in 1986 when oysters were scarce due to a devastating disease. By 1995 he started taking visitors out on tours, supporting his passion for oyster harvesting and the Bay. Tours are currently available for up to 49 passengers.

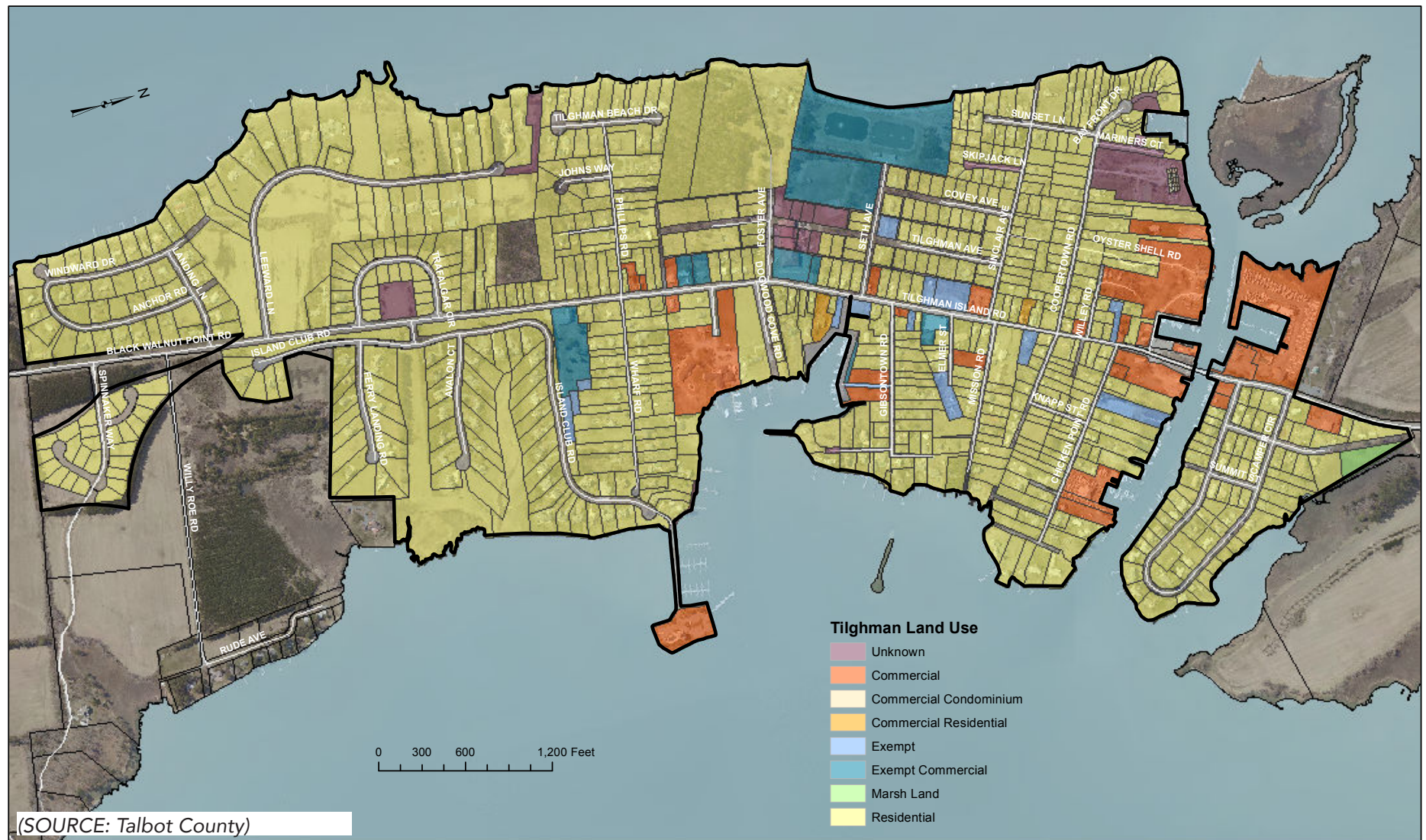
EXISTING LAND USE

Tilghman is largely a residential community with commercial uses in clusters along the main street, Tilghman Island Road, and bordering Knapps Narrows, and Dogwood Harbor. Commercial properties do not extend south of Wharf Road. Tilghman United Methodist Church is the only non-residential use south of Wharf Road. Commercial land use is most expansive along Knapps Narrows with large parcels containing marinas, docks, restaurants, inns, and marine services.

⁵ Maryland Historical Trust; <https://mht.maryland.gov/secure/medusa>

⁶ Talbot County Web site; Historical Society of Talbot County, http://www.talbotcountymd.gov/index.php?page=Talbot_County_History

Rural Village of Tilghman
Land Use



Map 11 Existing Land Use

Community Infrastructure

Tilghman is served by both State- and County-maintained roads. Tilghman Island Road/MD 33 is a State-maintained road to a point just south of Wharf Road (after the United Methodist Church) where it changes to Black Walnut Point Road. County-maintained roads (green street signs) serve Tilghman's residential neighborhoods, as well as marine commercial uses feeding directly onto Tilghman Island Road. Tilghman on the Chesapeake, a more recent residential community, is served by a private road (blue street signs) at the southern end of town.

There are only two short stretches of sidewalk serving Tilghman—one at the Tilghman School and one along the Knapps Narrows Bridge—both on the west (SB) side of Tilghman Island Road. Phillips Wharf Environmental Center recently constructed a gravel path to link their parking area to the waterfront (parallel to Tilghman Island Road, but outside the public right-of-way). The United Methodist Church has a small brick sidewalk for parishioners entering the Church, but built in the public right-of-way.

In the higher elevation points of town (from the Country Store to the Fire Hall), surface drainage from Tilghman Island Road conveys as sheet flow from the roadway centerline in both directions across grassy areas and gravel shoulders. As the water descends towards Knapps Narrows, water is picked up in roadside ditches of varying depth, setback, and condition from the paved roadway. Some of the ditches are highly eroded and close to the paved travel ways.

Tilghman is served by a Volunteer Fire and Rescue Department whose Fire Hall also serves as a community meeting hall for a variety of community functions. Tilghman is served by a grade school, post office, and a County-operated wastewater treatment system. Tilghman has three parks: Back Creek Park to the north of town, Kronsberg Park, in the middle of town, and Sinclair Avenue Waterfront Park.

Public and Semi-Public Water Access

The Talbot County Department of Parks and Recreation manages two large public landings in Tilghman: Tongers Basin with 9 contracted boat slips, and Dogwood Harbor with 29 contracted boat slips. Currently, commercial watermen are able to rent these slips at a reduced yearly rate. However, the Maryland Working Waterfront Commission's Final Report from 2008 identified Tilghman as among the six communities statewide in the greatest need for additional waterfront access for commercial watermen. The lack of waterfront access in Tilghman was further confirmed through a community survey and comments at public meetings conducted as part of the master planning process, as well as meetings with the Talbot Watermen Association.

The Phillips Wharf Environmental Center, located directly on Knapps Narrows, has installed a small craft access that is ADA accessible for educational uses associated with its programming.

Community Character and the Built Environment

Today Tilghman Island is made up of five separate and identifiable character areas (Map 12). The character areas were derived from the historical development pattern of the Village including the year that the remaining structures were built or last modified (Map 10) and existing land use (Map 11, also underlying the character areas). The character areas were reviewed and supported by the CAC as the best way to discuss both the existing character and the plan's recommendations.



Map 12 Character Areas for Tilghman

There are two distinct neighborhood areas. The older neighborhood (pre-World War II housing) is outlined in yellow dashes and is located generally to the north of Tilghman Island Methodist Church on the Choptank side of the village and north of Foster Road on the Chesapeake side. The more recently developed neighborhood is located at the southern end of the village and outlined in light blue dashes, and is characterized by more recent planned residential development. Two harbors serve the island, Dogwood Harbor and Knapps Narrows. Tilghman Island Road (outlined with red dashed lines) serves as the village's "Main Street" with a mix of commercial and residential uses.

COMMUNITY PROFILE

Socio-economic conditions

Tilghman contains a total of 552 residential dwellings and 45 commercial structures of varying sizes, and is served by a County owned and maintained wastewater treatment plant. This water- dependent village is, however, among the poorest in Talbot County. According to data from the 2010 Census, Tilghman Island (Census Designated Place) has an average per-capita income of \$26,370, compared to \$54,703 for Talbot County as a whole and \$49,023 statewide. Additionally, the estimated unemployment rate for Tilghman rose from 9.7% in 2010 to 12.6% in 2013 (2010 Census and the American Community Survey). According to data obtained from the Department of Education, 43% of the children attending Tilghman Elementary School are eligible for free or reduced-price lunches, compared to a county average of 31% and a statewide average of 34%.

The Village of Tilghman continues to be the epicenter of the struggling seafood industry in Talbot County. According to 2013 data from the American Community Survey, an estimated 109 individuals (or 18.6%) of the population of Tilghman Island continue to work in agriculture, forestry or fishing-related occupations. In addition to the commercial fisheries industry, Tilghman, in recent years, has attracted a growing number of charter fishing businesses, marinas, inns, and other tourism-related enterprises. There are, for instance, three private marinas and four inns that cater principally to weekenders and outside tourists.

COMMUNITY ENGAGEMENT PROCESS

This plan is based upon direct community involvement through the efforts of a Citizen Advisory Committee (CAC), two public meetings, a community survey, and additional small group and individual meetings.

The CAC represented a broad range of interests in Tilghman and was appointed by the County Council to identify issues and opportunities and to help vet and refine the plan's recommendations.

Community Meetings

Two public meetings were conducted. The first community meeting in August of 2016 served as a visioning session to identify potential future land uses for working waterfront and supporting commercial uses. The second community meeting was conducted as a set of meetings over two days (October 21 and 22, 2016) to look at the resulting proposed working waterfront and supporting commercial land uses and refine those uses base upon public input. Additional workshop sessions were held during the day on October 21 to talk in more detail about the potential of establishing a Working Waterfront Overlay District and/or changing a portion of the Limited Development Area to Intensely Developed Area through the Critical Areas Program (see results of this discussion in the section, "Land use Strategies" on page 27).

Community Survey

Throughout July and August of 2016, the Department of Planning and Zoning conducted a survey of residents in the Village of Tilghman regarding their most pressing concerns and recommendations for improvement in the village. One hundred twenty eight (128) residents of Tilghman participated in the community survey. The results and recommendations are documented in Appendix 1 and are incorporated directly into the recommendations for the plan.

Additional Stakeholder Outreach

Throughout the planning process, County staff and consultants reached out to meet with and discuss specific issues and concerns, including meetings with the Talbot Watermen Association, and individuals with specific questions and issues to raise beyond what could be discussed at the CAC meetings.

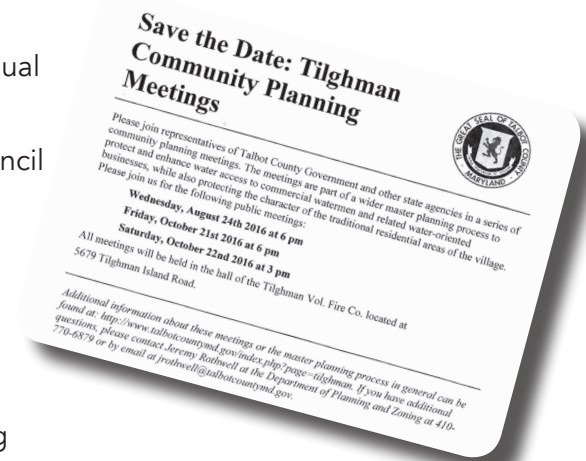


Figure 7 Postcards were mailed to Tilghman property owners to notify residents of upcoming community planning meetings



Figure 8 Participants helping to envision future land use at the October Community workshop in Tilghman



Figure 9 Tongers Basin



Figure 10 Tilghman Island Road serves all users



Figure 11 Home and alley off Chicken Point Road



Figure 12 Tilghman on the Chesapeake

COMMUNITY PLANNING ISSUES AND CONCERNS

Based upon the results of the community survey, the August 2016 visioning meeting and the additional stakeholder outreach activities, the following key issues were identified as part of the planning process:

Working Waterfront Issues

- Continuing need for business and community support of watermen way of life
- Limited availability and capacity of working space in existing marinas
- Dredging Dogwood and Tongers is necessary for watermen
- Enhance commercial seafood/boatyard and other water-related businesses opportunities
- Competition for specific waterfront needs between recreation, residential/tourism, and working watermen

"Main Street" Issues

- Limited market opportunities and lack of business friendly regulations inhibiting business development
- Lack of signage directing the public to businesses
- Pedestrian, bicycle and vehicular safety on Tilghman Island Road/Black Point Road
- Stormwater issues and ditches; flooding
- Parking limited by critical areas requirements and lack of on-street parking opportunities
- Speeding

Tilghman Neighborhoods (Traditional)

- Preservation of the neighborhood character and maintenance of housing stock
- Lack of affordable housing for workforce
- Physical and regulatory constraints for infill development of housing on vacant lots
- County repair of side roads

New Tilghman Neighborhoods

- Concern about the scale and potential impact of condominiums and real estate value of newer housing on the affordability of traditional housing in the Village
- New residential neighborhoods attracting a social and economic demographic with different needs, wants, and values

COMMUNITY VISION AND GOALS

The vision, goals and strategies outlined in this section are based upon input provided through the Citizen Advisory Committee meetings, through two public meetings, and the community survey.

Public input provided during the Community Visioning Meeting held on August 24, 2016 and through the community survey identified the primary challenge facing Tilghman: how to balance the desire for a viable working waterfront and a functioning maritime commercial/retail street as the heart of the working waterfront village, with the desire to preserve the community's character and appearance and comply with state law regarding environmental protection.

Based upon the input from the August community meeting, a second set of public workshops were held in October to gain community consensus as to the need and potential boundary for a Working Waterfront Overlay District (WWOD) and potentially for a state designation of portions of the Village as an Intensely Developed Area (IDA). More specifically, the second set of public workshops sought community consensus on:

- The need and potential boundary for the establishment of a "Working Waterfront Overlay District" that simplifies the development approval process for desirable marine commercial uses and identifies the desirable uses that the community would want to encourage in the district;
- The need and potential boundary for a state designation of portions of the Village as an Intensely Developed Area (IDA); and
- The best ways to maintain existing and encourage new retail and service business opportunities and access along Tilghman Island Road in a manner that is compatible with village qualities.

The following vision statement is built upon previous village planning efforts, the results of the community survey (Appendix 1) and the community conversation that has taken place throughout the planning process.

COMMUNITY VISION

Shared values: The island's community grew in response to opportunities associated with the Chesapeake Bay's resources and beauty. The working waterfront is integral not only to Tilghman Island's heritage but also to its ongoing community character and culture, now and in the future.

Residents enjoy peace and quiet and a sense of island self-sufficiency. The community is fostered by both distance from urbanized areas and the presence of independent businesses. Residents also



(photograph courtesy of Jerry Friebaum)

A Vision for Tilghman

Moving forward, Tilghman's current residents have worked hard to make their way of life accessible to future generations. They have passed on the Tilghman way of life - its institutions, its rich maritime heritage, and its small town sensibilities. Tilghman Island envisions a future as a lively village that meets the needs of all of its citizens, young and old, new and long-time. As the times and environmental conditions change in the world at large, residents must adapt, carefully, both to encourage new growth and to conserve what they now enjoy.



Figure 13 Tilghman Watermen's Museum

Excerpt from Visioning Meetings

What to Keep?

- Honesty (authenticity, working the water)
- Village character – a feeling more than architectural; we take up for each other; pitch in when needed
- Watermen are free to work the water
- Security to continue working traditions from one generation to the next
- Good for people of all ages – a family feeling
- A welcoming community for those that want to join in
- Beautiful drive from Tilghman to St. Michaels – landscape (and distance) totally transforms sense of community
- Library and activity associated with school – community library now at post office

value visual and physical access to the waters of the Chesapeake Bay. Tilghman Island has always been a place where volunteerism is an important part of residents' way of life. Residents welcome visitors and newcomers, but also expect them to contribute to the community's quality of life—not to overwhelm or change it.

Taking action: The Tilghman Village Master Plan reflects these values and presents ideas for enhancements that will foster their continuation. Work on this plan has offered Tilghman Island residents an opportunity to recommit to continuous learning about their needs and opportunities and communicating them to community leaders, both elected and organizational. To fulfill the ideas, they must work to share information, create opportunities for dialogue and decision-making, and support gatherings and fun events that offer many ways to connect with one another through working together.

Hopes for change: Tilghman Island envisions a future as a lively village that meets the needs of all of its citizens, young and old, new and multi-generational. As the times and environmental conditions change, residents must determine how to balance new growth while conserving what they now enjoy. The working waterfront is a preferred use of the lands adjacent to Knapps Narrows and the Chesapeake Bay, in order to sustain the island's independent businesses and intrinsic connections to the water.

Tilghman residents define a thriving village, in part, by maintaining a population of sufficient size and diversity to support its local public school and its businesses and services. It is possible to develop at a scale that supports families, good jobs, small businesses, entrepreneurship and a new generation of community leaders while still preserving the sense of community life and village character. While this direction may lead to some added residential growth, the master plan focuses on increasing opportunities for commercial development. Such development should serve the existing population and visitor base, enhance current economic pursuits, and make the most of the island's limited land area while ensuring that new construction and redevelopment protect the Chesapeake Bay and the village's traditional character.

As Tilghman Island grows and changes, residents and leaders must meet the considerable challenge of ensuring the safety of pedestrians and drivers, and encouraging healthy lifestyles. This includes enhancing the physical connections among businesses and waterfronts in a village built prior to the automobile. Concerns for safety also include the need to build more resiliency and adaptability into island infrastructure and other structures, as the unpredictability of weather and rising water levels raise fears of more frequent flooding and storm damage.

How this plan will help: With greater prosperity, Tilghman Islanders will be able to invest in both their heritage and a greater future. This plan documents the results of many conversations about the fundamental qualities and culture of Tilghman Island. The master plan also lays out a vision for

encouraging added development at a respectful scale to ensure Tilghman Island's future as a thriving place to live, work, learn, and play.

This plan will only help to the extent that residents and Talbot County leaders commit to continued dialogue and study, with a willingness to closely monitor results and apply course corrections and adaptations as they observe those results. If they are successful, Tilghman Island will continue to demonstrate how it is possible to live in prosperity as a community in harmony with its environs and its heritage.

Goals

With the overriding vision of balancing an increase in economic activity that supports working watermen, while also maintaining the character-defining features that make Tilghman unique, the following specific goals are recommended:

1. **Land Use Goal:** Increase opportunities to sustain and grow the local economy through the preservation and expansion of Tilghman's water-dependent businesses and the services that support them
2. **Heritage and Nature-based Tourism Goal:** Expand opportunities to diversify the local economy through heritage and nature-based tourism consistent with the existing scale and character of Tilghman Island
3. **Neighborhood Goal:** Preserve, maintain and enhance existing residential structures in a manner that is compatible with the existing neighborhood scale and character.
4. **Community Development Goal:** Sustain and expand Tilghman Island infrastructure that supports marine and community-based economic development and maintains a high quality of life

The following strategies are organized according to the four goals. Each strategy includes a discussion of its rationale and a set of recommended actions needed to implement that strategy. Potential funding sources identified in the implementation notes have been added to reflect current programs that are either open, or have a high probability of continuing into the following fiscal year.

Excerpt from Visioning Meetings

What to Change?

- Speed up the bridge closing
- More slips for workboats
- Enhance tourism in an appropriate way (focus on heritage/nature based tourism and audience with enthusiasm for Tilghman as it is)
- Maritime commercial zone
- Business friendly district support entrepreneurship
- Reinforce "Right to Fish" legislation
- More infill done well – about 100 vacant lots
- Dredging (ongoing operational plan)
- Ditches – maintenance and functional assessment
- Coordination of state and County road maintenance
- Better library, wellness center included within school – lots of obstacles to overcome

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LAND USE AND COMMUNITY CHARACTER

Goal 1: Increase opportunities to sustain and grow the local economy through the preservation and expansion of Tilghman's water-dependent businesses and the services that support them.

The beginning point for discussion of Tilghman's future development is the need to preserve and maintain the existing land uses and businesses. This includes the existing older residential neighborhoods, existing businesses along Tilghman Island Road, and existing water-dependent uses along Knapps Narrows and Dogwood Harbor. It also includes the informal relationships that have developed over the years for home-based businesses that support those existing water-dependent businesses. Map 11 illustrates the generalized land use, but it does not reflect the many home-based water dependent businesses and operations that support Tilghman's maritime economy that have operated for many years in the adjacent older neighborhoods.

Participants in the public meetings held in August and October of 2016 mapped the locations of both Maritime (purple areas) and supporting commercial (orange) land uses. The composite map prepared by County staff, (Map 13) reflects the general consensus regarding these two types of land uses that support Tilghman's maritime economy. CAC members and meeting participants also confirmed the need to continue to support those home-based occupations that also support Tilghman's maritime economy.

ISSUES

Throughout the planning process, many issues and concerns have been raised regarding the potential land use and community changes that are facing Tilghman Island.

- **General concerns about growth and change** - concerns best expressed in the Tilghman Watermen's Museum produced video



Map 13 Community Map of Proposed Marine Commercial and Support Commercial Land Use



Figure 14 Tilghman Watermen's Museum video production documents issues facing Tilghman

"Growing up on Tilghman," and the follow up production, "Another Dawn -Tilghman in Transition." The two videos highlight the challenges faced by Tilghman Island's watermen who get up every morning and head out to wrest a living from the Chesapeake Bay. Increasingly, they find it a challenge to make a living. As family members take on other jobs, often outside Tilghman, the economic structure and quality of life in Tilghman invariably suffers, leaving the community open to significant change.

- **Critical Area considerations (LDA conversion to IDA)** - attempting to diversify the economy through the creation of new businesses (or just trying to extend the life of an existing water-dependent business by handing it from one generation to the next) is a significant challenge. The lack of flexibility to adapt the literal footprint of the buildings to adjust to changing business circumstances and trends makes it very difficult to sustain water-dependent businesses over time.
- **Working Waterfront Sustainability** - through community surveys, outreach to the Talbot Waterman Association, and at public meetings, four specific issues emerged as priorities in need of critical attention to retain, or possibly expand, water-dependent businesses in Tilghman:
 - Need for business and community support of watermen way of life
 - Availability and capacity of working space in existing marinas
 - Dredging Dogwood and Tongers is necessary for watermen
 - Enhance commercial seafood/boatyard and other water-related businesses opportunities
- **Transitions between marine commercial and residential neighborhoods** - the greatest concern for expanding working waterfront uses and opportunities was around the edges of adjoining residential uses. Issues of compatibility were mentioned extensively throughout the various outreach efforts: noise, odor, light/glare, and traffic were the most often mentioned compatibility issues.
- **New opportunities for aquaculture and appropriately scaled heritage and nature-based tourism** - committee members and participants spoke frequently about new opportunities for aquaculture (through the efforts of the Phillips Wharf Environmental Center) and for expanding efforts to attract more cultural heritage travelers who appreciate Tilghman as it is (a small maritime community with a high quality of life).

LAND USE STRATEGIES

The following strategies are recommended to address the issues noted above and to help increase opportunities to sustain and grow the local economy through the preservation and expansion of Tilghman's water-dependent businesses and the services that support them.

1.1 Identify and adopt an official map that designates areas for working waterfront and supportive marine commercial uses.

Map 13 is a community-generated map illustrating the desired locations of Marine Commercial (purple) and Support Commercial (Orange) land use. Refinements were proposed that reduced the footprint of both types of commercial uses near residential areas around the south side of Dogwood Harbor, and extended the Support Commercial uses to the north of Knapps Narrows (the triangular parcel east of Tilghman Island Road).

1.2 Identify specific and desirable water dependent business uses and supporting commercial uses.

A range of uses are possible under existing zoning, but those uses may need to be expanded to address more current trends and emerging markets related to aquaculture and heritage-based tourism (see heritage tourism strategy 2.1 on page 36).

1.3 Use a "Working Waterfront Overlay District" to encourage desirable water dependent uses and simplify the development approval process for those desired uses.

An "overlay district" is an additional zoning district designation that is added on top of an existing base zoning district designation. An overlay district is used to address development-related concerns for specific places such as a community entrance corridor, a floodplain or for specific uses such as infill residential. The County currently has 7 overlay districts for Easton airport, gateways, historic areas, etc.

In the case of Tilghman, the Working Waterfront Overlay District (WWOD) would be overlaid on top of the Village Center Zoning District to encourage the kind of working waterfront uses that are desired. The WWOD would create incentives for preferred or desired working waterfront uses by:

- Establishing a more efficient and predictable, or less expensive review procedure for areas within the boundary of the overlay district by removing the special exception requirement for desired uses
- Providing relief from otherwise applicable development standards (like parking or screening) under certain circumstances

What Is a Working Waterfront?

The National Working Waterfront Network states: "Working Waterfronts are the waterfront lands, waterfront infrastructure, and waterways that are used for a water-dependent activity, such as ports, small recreational boat harbors, fishing docks, and hundreds of other places across the country where people use and access the water."

What is an IDA?

“Intensely Developed Areas,” or IDAs, are identified as areas where continued growth could be accommodated through redevelopment and/or new development. IDAs consist of 20 contiguous acres of commercial/ industrial use and/or residential of 4 dwelling units per acre. Local governments desiring to permit or promote such projects within the Critical Area have been encouraged to direct such efforts within the IDA.

Since Tilghman has not historically met these criteria, a text amendment would be needed for the creation of a new IDA. A new IDA may be less than 20 acres and not adjacent to an existing IDA if it is granted appropriate growth allocation and is:

[1] Located in an existing Village Planning Area; and

[2] Currently served by public sewer; and

[3] Consistent with the goals and objectives of the adopted County Comprehensive Plan; and

[4] Has an overall economic benefit to the community.

The language incorporated into the WWOD would help to ensure compatibility with adjoining uses by allowing for greater precision in the regulation of development through:

- Use-specific standards to address particular conditions or desired outcomes
- Location-based standards or criteria tied to particular locations

1.4 Identify priority areas for encouraging water dependent businesses and support expansion of those businesses through the establishment of an IDA.

As described on page 8, IDAs are defined as “areas of concentrated development where residential, commercial, institutional or industrial land uses predominate and little or no natural habitat is found”. As per statewide allocation applied to Talbot County, not more than 128 acres of the Critical Area, including land within incorporated towns, shall be rezoned from a zoning district classified as LDA to a zoning district classified as IDA. Of the 128 acres, 24 acres are reserved for the Town of Easton, 44 acres for the Town of Oxford, and 24 acres for the Town of St. Michaels for growth allocation within the town limits or for annexations. The remaining 36 acres are reserved for county-wide growth allocation outside of towns.

Based upon the results of the community meetings and other stakeholder outreach, there is well-supported interest in reclassifying working waterfront areas from LDA to IDA. Map 14 and Map 15 illustrate four potential boundaries for an IDA organized into two options.

- **Option 1** is based upon the proposed land use map developed by the CAC for working waterfront and supporting commercial uses. It incorporates the existing working waterfront along Knapps Narrows (Area 1) and the section of Tilghman Island Road between the Fire Hall and Knapps Narrows (Area 2). Area 1 includes some parcels whose existing land use is classified as residential. However, these residential parcels have waterfront access and are located between or adjacent to existing working waterfront uses (e.g. Severn Marine or Maryland Department of Environmental Services).

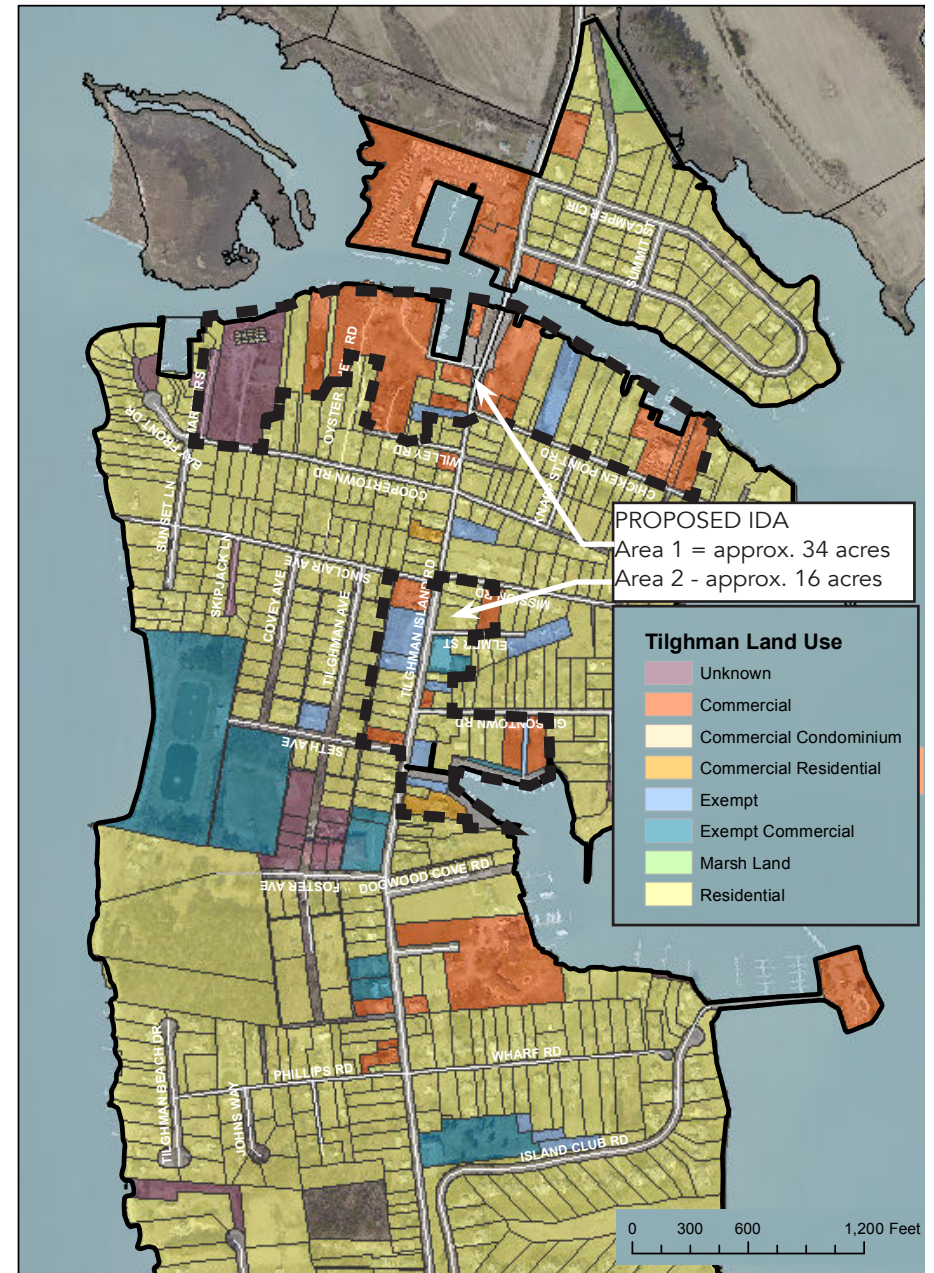
The advantages of Option 1 are that the Marine and Supporting Commercial areas are linked together and they take the desired future land use into consideration.

The disadvantages of Option 1 would be the potential effect on existing residential properties fronting along Tilghman Island Road, as well as the adjoining residential properties of the older, more traditional Tilghman neighborhoods.

- **Option 2** is based primarily on existing land uses and the potential to include Dogwood Harbor as part of the IDA. For this option, Area 1 is slightly smaller eliminating several residential parcels west of and along Tilghman Island Road. Area 2 includes lands adjacent to Dogwood Harbor and eliminates



Map 14 OPTION 1: Proposed IDA consolidated in one location with supportive commercial uses clustered along Tilghman Island Road connecting to Knapps Narrows



Map 15 OPTION 2: Proposed IDA broken into two smaller areas with supportive commercial uses clustered along Tilghman Island Road and Dogwood Harbor

some of the existing residential uses along Tilghman Island Road. Existing residential uses along Dogwood Harbor are included, as well as existing residential parcels on the west side of Tilghman Island Road between the community park and Seth Avenue.

The advantages of Option 2 would be that by separating the two areas, the effect of the IDA designation would be reduced for the older, more traditional Tilghman neighborhoods and that the IDA boundaries would be associated with and supportive of working waterfront uses at both Knapps Narrows and Dogwood Harbor.

The disadvantage of Option 2 would be that it may be more difficult to gain approval from the Critical Area Commission for the two noncontiguous areas separated by the residential neighborhoods.

Both options are larger in size than the remaining allocation for all of Talbot County. However, Tilghman's working waterfront assets and opportunities, along with its continuous use for water-based businesses since its founding in the 1840s, make for a strong case for IDA designation. Past efforts have been stymied by the mix of maritime commercial and residential uses. The master plan, developed with extensive community input, provides the rationale for the IDA designation.

Lot Coverage

Designation as an IDA will result in a change in the lot coverage requirements, which is one of the primary constraints for either expanding an existing commercial use or establishing a new use.

A property classified as RCA or LDA is constrained by limits on the amount of total lot coverage permitted on a parcel. Generally, lot coverage is limited to no more than 15% of the total land area of the lot. There are some exceptions.

IDAs are not subject to lot coverage limitations, but these properties must meet site plan requirements and address stormwater runoff. "Best management practices (BMPs)" help mitigate potential water quality impacts associated with stormwater runoff. These practices should be capable of removing pollutant loads generated from the development site.

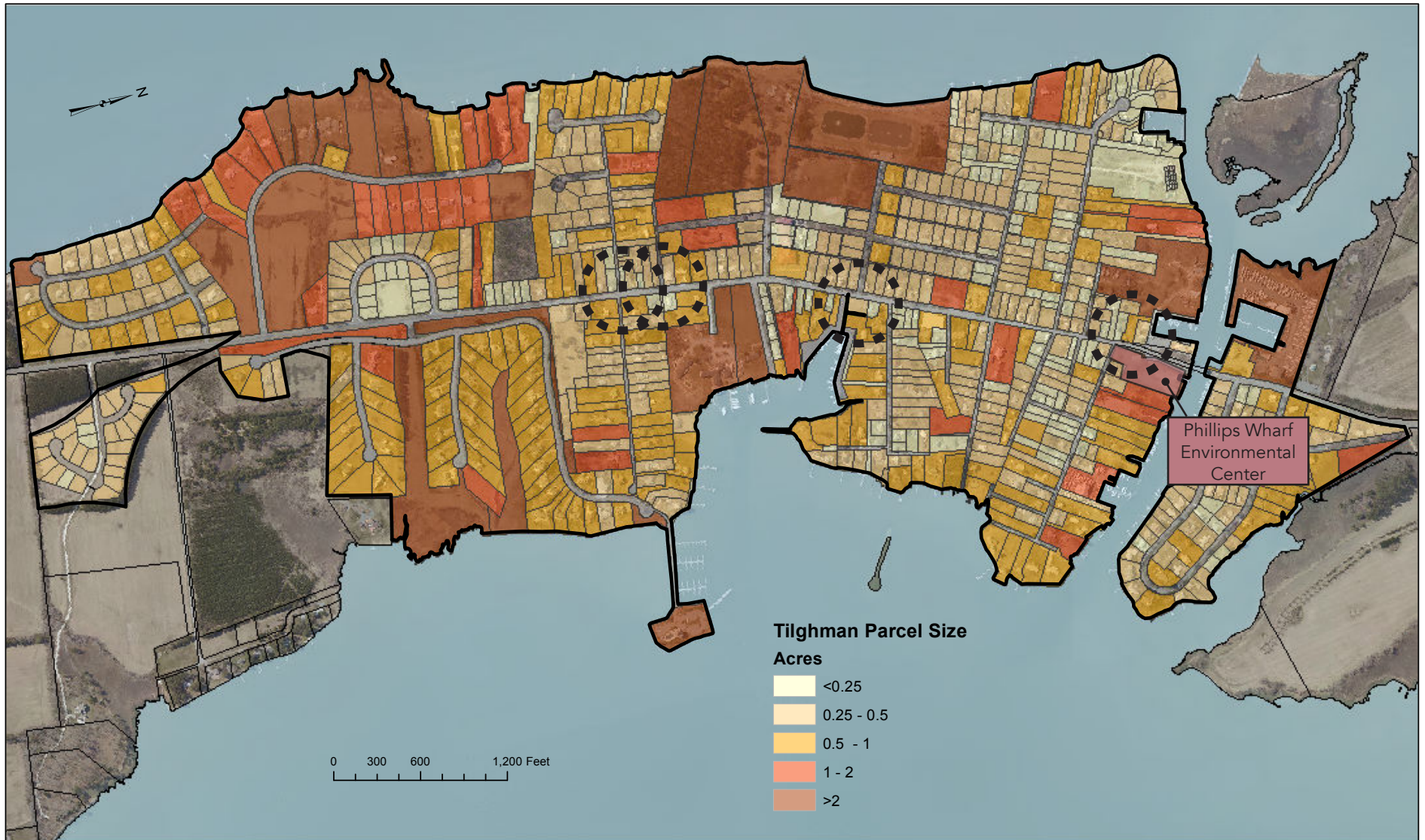
1.5 Identify supportive uses that maintain and sustain the viability of water-dependent businesses such as aquaculture, boat repair, heritage tourism, etc.

Consideration should be given in the establishment of the Working Waterfront Overlay District for expanding the range of uses that support the heritage tourism goals of the plan. For the most part, these uses include dining, hospitality (bed and breakfast or small inn), specialty retail (less than 10,000 square feet), as well as support facilities for recreational and commercial marine uses.

Within the existing Village Center (VC) zoning district, most of these uses appear to be allowed only by special exception.

- General retail is allowed by **special exception** and “shall be within 300 feet of a general retail use or post office existing as of the effective date of this chapter [and] shall not exceed 2,000 square feet of gross floor area.”
- Bed and Breakfast is allowed as an accessory use in the VC zone but **must have direct access to a state highway** (Tilghman Island Road) and have a two-acre minimum lot size
- Inns are allowed by **special exception** and “shall be within 300 feet of a general retail use or post office existing as of the effective date of this chapter”
- Aquaculture, both retail and wholesale are allowed by **special exception** but excludes on-premises processing of aquaculture products and requires a **200-foot setback for related ponds**
- Marine Repair is allowed by **special exception**
- Restaurants are allowed by **special exception** and “shall be within 300 feet of a general retail use or post office existing as of the effective date of this chapter, **seating limited to 40 persons**, excludes bars and night clubs except liquor sales associated with a restaurant”
- Community and cultural facilities are permitted (includes public and quasi-public buildings and structures for recreation, conservation, cultural, museum, library and public service uses), but they “shall be within 300 feet of a general retail use or post office existing as of the effective date of this chapter, and shall not exceed 2,000 square feet of gross floor area”
- Water-Oriented Public Recreation, Education, Research Areas are allowed by **special exception** use
- Commercial Marinas and Piers are allowed by **special exception** use (includes piers, wharves, berthing and boat docking facilities, launching ramps, wet and dry storage facilities for seaworthy craft in operable condition, yacht clubs, retail sale of maritime related items (fishing equipment, bait, ice, etc.) minor repair of watercraft, watercraft sales, rental and charter, marine equipment sales,

Rural Village of Tilghman
Parcel Size



Map 16 Parcel Size (Source: Talbot County)

watercraft fuel sales, fishing facilities (crab sheds, fish off-loading docks, shellfish culture operations, and fishery activities), and guest room rental (no more than 10 rooms)

In addition, cottage industries are allowed as a permitted use. However, the standards applied, including setbacks and minimum lot size, make it prohibitive for such businesses without obtaining a variance. For practical purposes, nearly all of the desired heritage tourism related uses (retail, inns, restaurants, community and cultural facilities) are permitted by special exception, but must be located within 300 feet of an existing retail use or post office. There are only four existing retail operations along Tilghman Island Road: the Country Store, Fairbank Tackle, Crawford's Nautical Books and Shore Bank and the existing post office is next to the bank. The black dashed circles on Map 16 show the locations of these retail operations and the post office. The WWOD could consider the elimination of the special exception requirement for the desired uses (those noted above) and use the WWOD review standards and criteria to ensure compatibility while encouraging existing businesses to expand and new businesses to form.

1.6 Consider opportunities associated with large properties that are for sale to develop incubator facilities for water dependent support businesses including aquaculture, specialty seafood markets, marine-heritage tours, boat building and repair, etc.

The Phillips Wharf Environmental Center is proposing to construct an Aquaculture Training Center (Figure 15) on one of the remaining large parcels on Knapps Narrows (Map 16). The effort to seed a new generation of water-based businesses need to be accommodated within the proposed WWOD and IDA including the potential for seafood cooperatives and business incubators. Where practical, the remaining large parcels with waterfront access should consider the potential for these types of facilities in the redevelopment plans. Phased development plans may be a way for these existing parcels to be redeveloped in a manner that would preserve future opportunities while allowing for more immediate and near term uses.

1.7 Identify opportunities for expanding the network of home-based and cottage industries that support the marine-based economy of Tilghman and any modifications to the county-wide ordinance regulating these businesses that could be incorporated into modifications of the Village Center Zoning District regulations.

Many of Tilghman's side streets support home-based and cottage industries that have operated in support of water-dependent businesses for many years. The perception among existing



Figure 15 As proposed, Phillips Wharf Aquaculture Training Center will house expanded aquaculture programs, new state-of-the-art educational displays, and classrooms for an aquaculture job training program. (Source: <http://phillipswharf.org/about-us/>)



Figure 16 Typical setback of traditional commercial uses along Tilghman Island Road



Figure 17 Tilghman Island Country Store

water-dependent businesses is that they depend upon the cottage industry businesses and that many are not likely to be included in a WWOD overlay as they are within existing residential neighborhoods.

1.8 Develop and adopt guidance for permitted uses to maintain the character defining features of Tilghman Island's working waterfront areas and implement through the site plan review process as part of WWOD (including potential adjustments to existing county-wide guidelines for rural villages).

Within the proposed Working Waterfront/Marine Commercial area (purple areas on Map 13, proposed land use map), the following additional development standards or guidance will be needed:

- Bulk, height and massing of buildings - to address concerns about a potential "wall" of buildings massed together blocking water views.
- Transitional standards to address compatibility and protect adjoining residential areas, including yard setback, buffering, and other techniques needed to address noise, light, odor and water quality where Marine Commercial uses would abut residential uses.

Within the proposed Commercial support services (orange areas on Map 13, proposed land use), the following additional development standards or guidance will be needed:

- Bulk, height and massing of buildings - to maintain the desired character of Tilghman Island Road as a rural village.
- Relationship to street (set back or build-to lines) - to encourage new commercial building to be built up closer to the street, consistent with some of the existing retail uses such as the Country Store and Fairbank Tackle.
- Parking and commercial access - to encourage parking in the rear of commercial buildings, rather than in front, and if on the side, to ensure adequate screening as seen from Tilghman Island Road.

HERITAGE AND NATURE-BASED TOURISM

GOAL 2: Expand opportunities to diversify the local economy through heritage and nature-based tourism consistent with the existing scale and character of Tilghman Island

HERITAGE AND NATURE BASED TOURISM ASSETS

The National Trust for Historic Preservation uses the term “cultural heritage tourism” and defines it as: “traveling to experience the places and activities that authentically represent the stories and people of the past and present. It includes historic, cultural and natural resources.” Tilghman is fortunate to have a disproportionate number of assets for a community its size, making it an attractive place to visit for those seeking an alternative to the pre-packaged tours of re-created history—the cultural heritage traveler.

The Cultural and Heritage Traveler, 2009 Edition found that 71% of all U.S. travelers, approximately 171 million people, were leisure travelers. Seventy six percent of all leisure travelers (129.6 million) can be defined as cultural/heritage travelers, having participated in cultural/heritage activities on their most recent trip or within the past three years. According to the study, cultural heritage travelers say they want:

- Travel experiences where the destination, its buildings and surroundings have retained their character.
- Travel to be “educational” – they make an effort to explore and learn about local arts, culture, environment and history.

The Cultural and Heritage Traveler 2013 edition, found that cultural heritage travelers spent an average of \$1,319 (up from \$994 in 2009) per trip compared to \$820 for non-cultural heritage travelers, making this a highly desirable travel industry segment. Cultural heritage travelers take an average of five trips per year, whereas other travelers take less than four.

Tilghman’s heritage tourism assets include:

- The people of Tilghman and its maritime heritage
- Stories of the Chesapeake Heritage Area
- Chesapeake Country Scenic Byway (Mid-Shore section) - the byway’s vision is to help heritage travelers find and enjoy distinctive destinations and beautiful places where land and water merge into the Chesapeake Bay. Tilghman is one of those distinctive destinations.
- Phillips Wharf Environmental Center
- Tilghman Watermen’s Museum



Figure 18 Active marketing is needed to capture the important part of the experience such as, in this case, dining on fresh crabs right out of the Bay

- Sailing, sport fishing and pleasure boating
- Bay Hundred Water Trails
- Bicycle touring

ISSUES

While Tilghman has a strong base of assets to attract the cultural traveler—one that appreciates the community just the way it is—there are a number of issues that need to be addressed to achieve its heritage- and nature-based tourism goal:

- Public access to water in general is highly constrained and competition among recreation, residential/tourism, and available space for working watermen is acute.
- Concern about attracting visitors that demand a higher level of services and infrastructure than is available or desirable
- Concern about expanding pressure for hotel and motel rooms beyond the scale and capacity that is compatible with the community



Figure 19 *The Chesapeake Bay skipjack Hilda M. Willing, is a historic working oyster dredge sailboat available for two-hour sailing tours*

STRATEGIES

The following strategies are recommended to address the issues noted above and to help attract more cultural heritage travelers (including nature-based tourism audiences).

2.1 Expand opportunities to diversify the local economy through heritage and nature-based tourism consistent with the existing scale and character of Tilghman Island.

The capacity that Tilghman needs to build in order to attract and retain travelers with an interest in its rich natural and cultural heritage, is the same capacity that the community needs to achieve its community development goals. Cultural travelers are usually most interested in supporting local businesses, not national chains. This includes lodging, dining, and retail opportunities. The following actions are recommended:

- A. Define an area(s) along Tilghman Island Road that is suitable and desirable to encourage business opportunities for heritage and nature-based tourism related businesses. Consider establishing an overlay that addresses issues that constrain those business (e.g. setback, height and bulk requirements, parking requirements, lot coverage, etc.), to determine if modifications can be made within the constraints of an LDA.

- B. Consider adding an area(s) along Tilghman Island Road as part of an IDA package if coverage requirements prove to be the most constraining factor.
- C. Seek funding through USDA rural economic development and other similar programs to provide business development and marketing assistance for hospitality-oriented businesses targeted towards heritage- or nature-based tourism.

2.2 Position Tilghman to support and appropriately promote heritage- and nature-based tourism assets that build upon the watermen culture of Tilghman and its abundant natural resources for the next generation of travelers.

The very nature of the way in which people travel and visit an area is changing dramatically. The next generation of travelers are looking for ways to actively experience a place. More often than not, they may visit a place once or twice to experience what it has to offer and then move to other destinations. In that respect, investments in second homes or boats for recreation and leisure are declining. Yet, that same second home or boat can continue to serve the next generation of travelers through the sharing economy—to be used by many different people—who are often unfamiliar with an area, but still looking for that one of a kind experience.

Tilghman, as a community, should work with its potential heritage tourism partners (Talbot County Office of Tourism, along with the Stories of the Chesapeake Heritage Area, the Maryland Heritage Areas Authority, and the Maryland Office of Tourism Development) to position its marketing to focus on the next generation of cultural heritage travelers (including nature-based tourism activities.) This requires a shift towards an experience-based marketing and away from place-based marketing. Experience-based marketing emphasizes opportunities to make connections:

- Connect with community and culture - especially connecting with people and the feeling and atmosphere of a place
- Connect with nature - for a community like Tilghman, that means the Bay and the Choptank River
- Connect with action - people want to experience the community as an active participant, as if they lived there

The following actions are recommended to change the way that Tilghman currently works with its heritage tourism partners and its place-based marketing (e.g. brochures about a specific destination) to experience-based marketing.

- A. Refocus marketing to answer the questions of “why come here” and “why stay longer” instead of a broad list of things to do. Use photographs that convey the Tilghman experience to connect

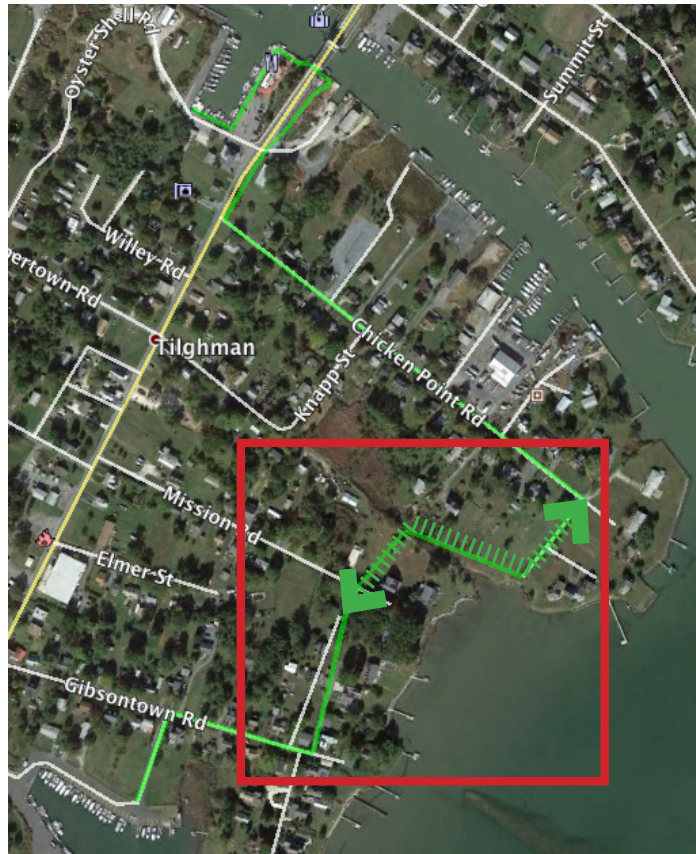


Figure 20 Possible walking route between Dogwood Harbor and Knapps Narrows using primarily public right-of-way (top) but requiring two potential easements (bottom) to make the connection (bottom) with circles showing where public right-of-way meets Harris Creek



visitors with the place—the setting can be in the background (e.g. show the fun of sailing or fishing with people, not just a passive view of the beautiful Chesapeake Bay).

- B. Reconnect with and attempt to revive the Waterman Heritage Tourism Training Program for Watermen originally run through Chesapeake College and the Chesapeake Conservancy (<http://www.watermenheritagetours.org/>)
- C. Facilitate and encourage the active engagement of charter businesses, rental companies, and other providers of experience-based activities (marine heritage tours, sea kayak trails, birding opportunities, bicycling, etc.) by dedicating dock space at existing public or publicly accessible landings and/or seasonal rental spaces for land-side support (equipment rental, parking, provisions, support retail, etc.)

2.3 Consider the development of a continuous and interpretive walking trail between Dogwood Harbor and Knapps Narrows as a priority, and an Island Loop trail as a long-term goal.

Responses to the community survey and conversations at public meetings raised the idea of a walking trail that both links together some of Tilghman's key heritage tourism assets and provides an opportunity for safe and enjoyable walking. The following actions are recommended:

- A. Work with property owners to identify links between side streets to the waterfront, but respect the privacy of property owners.
- B. Develop a preliminary route map showing the connections that would provide an alternative walking route

2.4 Support efforts of Phillips Wharf Environmental Center to expand educational opportunities (focused on aquaculture) by packaging overnight lodging, hospitality and educational travel.

Educational tourism is another aspect of heritage- and nature-based tourism that is already occurring as part of the Phillips Wharf Environmental Center. Expanding the range of hospitality offerings will expand the capacity of PWEC to offer educational programs as part of extended stays.

NEIGHBORHOOD

Goal 3: Preserve, maintain and enhance existing residential structures in a manner that is compatible with the existing neighborhood scale and character.

Tilghman is comprised of two eras of distinctly different residential neighborhoods. The traditional Tilghman neighborhoods, outlined in yellow on Map 12, include some of the earliest residential homes. These are located on the east side of the island between Dogwood Harbor and Knapps Narrows and along Wharf Road. Some of the traditional homes are also found on the west side of Tilghman Island Road along Coopertown and Sinclair Roads. The majority of the newer, post 1960 homes are built on the south end of town, part of a planned residential community, "Tilghman-on-Chesapeake." Newer homes were also built on the west side of the island facing the Chesapeake Bay, and on some infill lots in traditional neighborhoods, especially facing Harris Creek.

A common issue from the community outreach efforts and at the community meetings was how to preserve neighborhood character while maintaining an affordable housing stock. There was a high degree of concern about scale and compatibility - especially if the WWOD and/or IDA is implemented, facilitating new development pressures. A third group of issues reflected the concern and challenge of how to build on vacant lots (given coverage limitations of the LDA) and renovate and modernize older homes to current building codes.

County roads and streets (primarily the side streets in the older neighborhoods) are also in need of constant repair and upkeep.

Finally, the social fabric of the community is sometimes stressed as the newer homes have attracted a different social and economic demographic with different needs, wants, and values. Both longtime residents and relative newcomers are concerned about the future of Tilghman. While these two groups of people agree on many things, they come from different backgrounds and experiences. This was evident during the outreach process when the topic of sidewalk and lighting improvements were discussed. The multi-generational Tilghman residents appreciate the low key way of life they have built over time. They see no need for sidewalks and lighting and feel safe walking because they know everyone driving by. The newer residents may never get used to the Tilghman way of life, now that they live there, and would prefer a dedicated place to walk, somewhat buffered from the vehicles that pass them by.

STRATEGIES

The following strategies are recommended to address issues noted above, to preserve and maintain the quality of life of existing Tilghman neighborhoods, and to expand more affordable housing opportunities.



Figure 21 Older neighborhood character



Figure 22 Newer neighborhood character



Figure 23 The "W" House is shaped to allowed for air flow to be distributed throughout the house regardless of a breeze's direction - one of five remaining on Tilghman Island.



Figure 24 Maryland Inventory of Historic Properties photograph of the Roe house, one of a collection of two-story, three bay frame Houses (right side), which comprise the older housing stock of Tilghman Island.

3.1 Increase housing opportunity and affordability by encouraging infill development on existing vacant lots while retaining the scale and character of homes within the street and block.

The character defining features of Tilghman's older neighborhoods are reflective of the residents' desire to retain the scale and proportion of existing homes when building new residential. This includes the orientation of homes facing the street with garages in the rear and the relationship of homes to each other reflecting a system of lots and blocks that has been in place for many years. Encouraging infill within the older, traditional neighborhoods can be done while retaining these character defining features. The update to the County's Zoning, Subdivision, and Land Development regulations could consider the following:

- C. Identify specific boundaries for infill / redevelopment and set clear standards for evaluating and approving development within these areas
- D. Establish expedited permit review and/or lower development fees to encourage infill development within the designated areas
- E. Provide incentives to rehabilitate existing structures
- F. Discourage the practice of combining lots and tearing down existing structures to meet coverage requirements of the LDA

3.2 Adapt the existing Talbot County village center design policies and guidelines to reflect the identifiable character defining features of Tilghman's traditional neighborhoods

Residential infill within existing neighborhoods generally occurs in several different ways:

- Construction of a new home on an existing undeveloped lot.
- Establishment of an auxillary residence (sometimes referred to as a "granny flat") on an existing lot.
- Subdividing a larger lot into smaller lots with access provided by creating an alley through the middle of the block, or creating a flag lot with access provided by a driveway.
- Consolidation of lots and replacement of existing homes with new homes at the desired density.

Achieving the vision of more affordable housing for the next generation of Tilghman families can be accomplished while continuing to maintain the existing character and quality of the village through design policy and guidelines.

Chapter 9, Section III of the Talbot County Comprehensive Plan establishes an overall design policy for Talbot County's 22 villages (Map 2). This section of the Comprehensive Plan calls for the development of separate village plans and for an update or replacement to the Talbot County Design Manual that should contain specific and enforceable design standards based upon the design guidelines outlined in Chapter 9. The Comprehensive Plan's Village Center Design Policies establish that:



Figure 25 Traditional one story cottage style home (front)

“9.12 New development and redevelopment in villages should be compatible with existing character in terms of land use, density, scale, setbacks, site layout, mix of use, and general design to maintain their unique “sense of place.” In Village Planning Areas, Master Plans shall be required for review of small scale and major subdivision, and major site plans. Master Planning shall include a comprehensive study addressing compatibility and suitability of existing and proposed land uses, infrastructure, facilities and services associated with new development and redevelopment.

9.13 New village residential development and infill should be designed to be compatible with and complement that of the adjacent or surrounding community.”

Compatibility is the term that describes how well new construction or substantial rehabilitation fits into the existing community structure. Pattern, alignment, size, and shape are the essential elements of compatibility. In Tilghman:

- Structures within the older residential neighborhoods are either two stories (Figure 23 and Figure 24 on page 40) or one story (Figure 25).
- Roof pitches are moderately to steeply angled (between 9-12 and 12-12).
- Lots are loosely organized around orthogonal blocks, typically 1/4 to 1/2 acre in size with widths that are relatively narrow.

These elements define the basic relationships between new and old buildings without referencing a specific style of architecture. Figure 26 provides an example of how older housing stock can continue to retain the basic character defining features while being renovated or expanded

Vacant lots can be found throughout Tilghman. Figure 27 highlights vacant lots between Seth and Sinclair Avenues with internal alleys that could also be used to facilitate infill development and accommodate garages in the rear of the lot. The following actions are recommended:

- A. Identification of infill areas in Strategy 3.1
- B. Develop and adopt infill guidelines



Figure 26 Traditional one and one-half story cottage style home (left) and two-story home (after renovation on right)

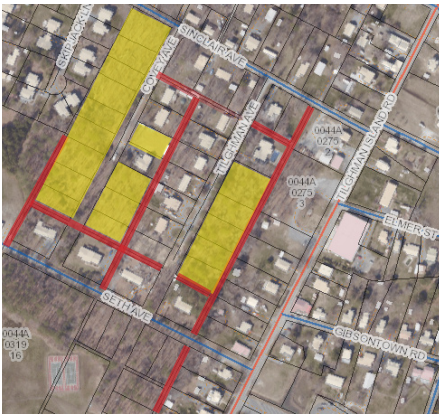


Figure 27 Vacant lots between Seth and Sinclair Avenues (yellow) and dedicated alleys (red) represent infill potential



Figure 28 Preserving and maintaining existing housing stock is essential to retaining the character of Tilghman

3.3 Develop and adopt incentives to encourage the rehabilitation and adaptive re-use of existing structures and discourage tear down and new construction.

As an unincorporated community, there are few known sources of funding for rural villages like Tilghman for targeted property tax credits that encourage reinvestment and rehabilitation of existing housing stock, such as has been available for the Historic Preservation Property Tax Credit Program. Such a credit would be one of the few ways to create a financial incentive for property owners to preserve affordable housing stock by investing in external & system improvements to homes in designated neighborhoods (including roof, siding, windows, porches, HVAC, electrical, water, and plumbing). The overriding purpose of the credit is to improve and maintain housing stock and strengthen neighborhoods. If such a program could be developed, property owners would receive a credit against county property taxes owed in the year of improvement.¹

Deferring a portion of the property taxes on improvements for property owners engaging in the rehabilitation or construction of certain eligible properties is a tool to use to encourage the rehabilitation of existing residential (and potentially commercial) building stocks and to encourage the construction of new structures within existing villages.

- A. Study the feasibility of establishing a tax credit program and/or a defer all program for property taxes on improvements for rural villages in general and water-dependent communities in particular.

3.4 Encourage the use of residential buildings for appropriate home-based businesses and cottage industries.

Home occupations are regulated by § 190-59 Talbot County's Zoning, Subdivision, and Land Development code. Home occupations can occupy a maximum of 1,500 sf. of an accessory structure and 500 sf of a residence (but no more than 25% of the gross floor area) incidental to the primary residential use. Cottage industries are regulated by § 190-39 of the Zoning, Subdivision and Land Development Code [Amended 3-25-2014 by Bill No. 1259, effective 5-24-2014]. Cottage industries require a minimum lot size of five acres. Tilghman has a number of home-based businesses that support the water-dependent businesses. Consideration should be given to easing the minimum parcel size for cottage industries provided that they meet all other performance measures.

- A. Study the feasibility of easing restrictions and size limitations on home occupations and cottage industries for areas within Village Centers.

¹ A good example of how a tax credit program can work for reinvestment in housing, although an urban program, is found here: Cincinnati Community Reinvestment Area Residential Tax Abatement (<http://www.cincinnati-oh.gov/community-development/housing-assistance/residential-property-tax-abatement/>).

COMMUNITY DEVELOPMENT

Goal 4: Sustain and expand Tilghman Island infrastructure that supports marine and community-based economic development and maintains high quality of life.

According to the Talbot County Comprehensive Plan, “Talbot County’s economic base has transitioned from agriculture and maritime industries to a predominantly service sector economy. Tourism was already a significant source of revenue by the late nineteenth century.” Yet, Tilghman continues to find ways to preserve its maritime heritage and recapture the values of the Chesapeake Bay that surround it as a source of healthy seafood and productive jobs for their residents.

STRATEGIES

The quality of life in and sustainability of Tilghman is dependent on a new generation of investments in its maritime heritage. Based upon input from the community meetings and survey, there are four specific investments in infrastructure needed to support the next generation of maritime-based community development in Tilghman:

- Marine Infrastructure - expanding access for working watermen and the expansion of aquaculture opportunities
- Transportation - access and parking in relation to the desired increase of support commercial uses along Tilghman Island Road
- Visitor infrastructure - building support for heritage- and nature-based tourism including the desire for increasing the educational opportunities associated with aquaculture and training
- Community Facilities - the need to continue to expand access to the Tilghman School for community uses

4.1 Sustain and expand Tilghman Island infrastructure that supports marine- and community-based economic development and maintains high quality of life.

The stability of many of the working waterfront assets identified through the planning process rely upon informal arrangements among both public (Talbot County) and private marina owners that lease slips to watermen. An indicator of the shortage of functional waterfront access for water-dependent uses can be seen where boats are having to raft up to gain access at bulkheads for loading and unloading (Figure 29).



Figure 29 Rafting up is often required at Tonger Basin to gain access to bulkheads for loading and unloading

Maintaining and possibly expanding the current inventory of slips and bulkhead access for priority use by working watermen is critical to the commercial success of Tilghman's water dependent businesses. The following actions are recommended:

- A. Acknowledge the importance of informal relationships that support working watermen.
- B. Identify a responsible organization that is authorized to speak out for and advocate on behalf of Tilghman's working waterfront assets (including maintenance and dredging of channels, maintenance and repair of slips, piers, and bulkhead).
- C. Provide technical and business assistance to existing water-dependent businesses that seek to expand, or new water-dependent business, including the potential for retaining maritime commercial uses when maritime commercial properties are put up for sale.

4.2 Reduce the risk of flood exposure to existing infrastructural assets from the impacts of sea-level rise

According to the State of Maryland Climate Change and Coast Smart Construction Infrastructure Siting and Design Guidelines ([dnr.maryland.gov/climate change](http://dnr.maryland.gov/climate%20change)) prepared in response to directives outlined in State of Maryland, Gubernatorial Executive Order 01.01.2012.29:

"The State should employ Coast Smart practices when constructing all new State structures, reconstructing or rehabilitating substantially damaged State structures, or making other major infrastructure improvements in Maryland's coastal zone, such as roads, bridges, sewer and water systems, drainage systems and essential public utilities. Similar measures should be applied to non-State structure or infrastructure projects if partially or fully funded by State agencies; and, to non-State projects located on State-owned lands."

As a working waterfront community where many of its businesses and much of its livelihood is dependent upon access to water, Tilghman is not generally in a position to avoid or minimize the impacts of coastal flooding or sea level rise. Instead, Tilghman will need to look for ways to increase resiliency when it comes to existing facilities and infrastructural assets, especially its marine and transportation infrastructure. The Coast Smart guidelines go on to state that exceptions to the Siting Guidelines, may be considered for the following project types, provided that it can be demonstrated that projects have been designed to increase resiliency to future impacts:

- a. Water-dependent uses. Projects that require continued direct access to the water as an integral part of the use, or facilities that directly support water dependent uses.

- b. Existing transportation system assets. Projects that support the continued function of existing transportation system assets.
- c. Passive public access. Projects that provide either recreational or scenic access to water bodies or shoreline areas, which need to be within a flood zone for their purpose.

Map 6 describes the physical effects of varying increases in sea level on Tilghman Island. Although it is not until sea levels rise to five feet above current MHHW that Tilghman Island Road becomes inundated on both sides of Knapps Narrows (as well as near Sherwood), lower levels could affect much of the landward areas identified as important working waterfront assets.

The 2011 Talbot County Flood Hazard Mitigation Report (http://www.talbotdes.org/uploads/file/2011_Talbot_Hazard_Mitigation_Plan.pdf?AspxAutoDetectCookieSupport=1) points out some of the potential hazards associated with sea level rise but does not provide specific actions that can be taken by coastal communities such as Tilghman.

A more comprehensive countywide assessment is needed with specific actions modeled after the Kent County assessment. Kent County recently completed an assessment of Climate Change and Sea Level Rise Adaptation (http://www.kentcounty.com/images/pdf/planning/Kent_Co_Climate_Change_Adaptation_Report_Sept_2016.pdf) that may be worth emulating. Of particular importance for Tilghman are the following key steps:

- A. Education, Information, and Outreach - working with residents to confirm past flood history as a means of initiating a conversation about sea level rise, and then to identify projected flood risks under varying scenarios
- B. Emergency Management - update emergency management procedures including the updating of flood warning systems and potential evacuation protocols
- C. Infrastructure and Maintenance - working with SHA and Talbot County, update maintenance practices for roadside ditches to reduce the risk of nuisance flooding
- D. Land Use and Land Management - adopt updated standards for both wet and dry flood protection for new and renovating structures and determine priorities for adapting existing structures

4.3 Develop a management plan to formalize maintenance of working waterfront assets (navigable channels, shorelines, docks and piers, bulkhead, marine repair and services, etc.)

The primary source of funding for maintenance of working waterfront assets (piers, wharves, and ramps and bulkheads) is through the Waterway Improvement Fund, established in 1966 (Annotated Code of

Maryland Sec. 8-707 of the State Boat Act) for the purpose of funding projects that improve and promote the recreational and commercial capabilities, conditions and safety of Maryland's waterways for the benefit of the general boating public. Revenues for this fund are primarily obtained from the one time 5% excise tax that is paid to the State of Maryland when a boat is purchased and titled in the state.

Where costs exceed \$100,000, there is a 50% matching requirement, further emphasizing the need to coordinate applications for these funds with Talbot County priorities and with other related programs that might provide a source for the matching fund requirements.

In addition to general maintenance and repair, ongoing efforts are needed to increase the resiliency of the harbor in response to issues related to sea-level rise and the impacts of storm surge discussed in the previous section.

The following actions are recommended:

- A. Use the master plan to help advance the four projects on the Countywide maintenance improvement plan :
 - Dogwood Harbor - Maintenance Repairs (currently in design phase)
 - Dogwood Harbor - Dredging/Materials Placement Site (currently seeking state funding)
 - Tongers Basin - Maintenance Repairs (currently in the planning phase)
 - Knapps Narrows and Dogwood Harbor Dredging - Dredging/Materials Placement Site (Federal/ State Funding not yet identified)
- B. Incorporate efforts to address sea level rise. As maintenance and repair projects are considered, efforts should include relevant recommendations from Coast Smart siting guidelines and/or using Kent County's Climate Change and Sea Level Rise Adaptation Report as a guide
- C. Seek funding in support of a Knapps Narrows/Dogwood Harbor management plan to:
 - Identify maintenance needs and develop an annual maintenance statement of needs and responsibilities; and
 - Use statement to seek additional funding and resources to implement maintenance programs.

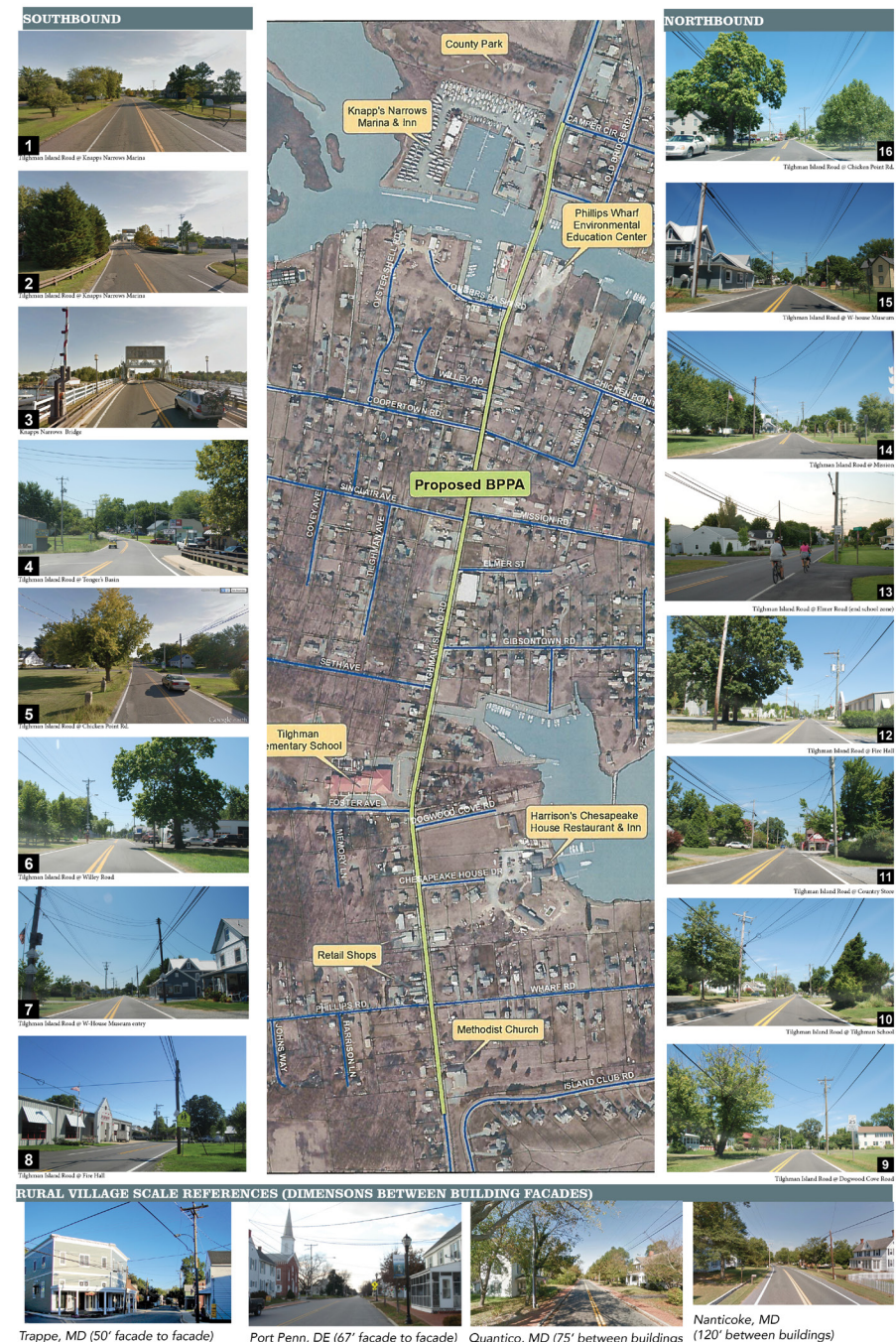
4.4 Work with State Highway Administration to develop and adopt a desired cross section and desired character for Tilghman Island Road.

No other issue discussed during the planning process evoked as much anxiety and concern as the discussion of sidewalks. Some participants clearly stated that they did not think it was safe to walk down

Tilghman's main street, Tilghman Island Road. Others said that the only people that drive down Tilghman Island Road are people that live here or people visiting those that live here—both groups who know to slow down through town and to watch out for pedestrians—the unwritten rule of Tilghman.

Retaining the character defining features of Tilghman Island Road requires that first, the desired character be defined. Increasing pedestrian safety along Tilghman Island Road can be accomplished without affecting the character defining features if it is done carefully and if the exceptions can be achieved from typical state standards. The following actions are recommended

- A. Adopt as part of the plan, language that can be communicated to SHA regarding the desired character of Tilghman Island Road (i.e. the existing character) expressed as the desired relationship of building setbacks to street widths and public right-of-way to accommodate increased access to existing and new businesses
- B. Determine ways to accommodate parking without detracting from the desired character of Tilghman Island Road (e.g. on street, side yard, alley, etc.)
- C. Determine ways to increase opportunities for safe pedestrian and bicycle travel without detracting from the desired character of Tilghman Island Road (e.g. remove barriers for pedestrian and bicycles through minor modifications to the roadway surface, shoulders, drainage, connecting footpath system, etc.)



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IMPLEMENTATION

The following table summarizes the coordination needs and funding sources for each of the recommended strategies in the plan. A detailed list of potential funding sources follows the table.

| Table 1 – GOALS AND STRATEGIES | | Potential Funding Source |
|---|---|---------------------------------|
| <i>Goal 1: Increase opportunities to sustain and grow the local economy through the preservation and expansion of Tilghman’s water-dependent businesses and the services that support them.</i> | | |
| 1.1 Identify and adopt an official map that designates areas for working waterfront and supportive marine commercial uses. | Coordinate with County Planning (Implement WWOD) | |
| 1.2 Identify specific and desirable water dependent business uses and supporting commercial uses. | Coordinate with County Planning (Implement WWOD) | |
| 1.3 Use a “Working Waterfront Overlay District” to encourage desirable water dependent uses and simplify the development approval process for those desired uses | Coordinate with County Planning (Implement WWOD) | USDA/MAERDAF |
| 1.4 Identify priority areas for encouraging water dependent businesses and support expansion of those businesses through the establishment of an IDA. | Coordinate with County Planning (Implement IDA) | USDA/MAERDAF |
| 1.5 Identify supportive uses that maintain and sustain the viability of water-dependent businesses such as aquaculture, boat repair, heritage tourism, etc.). | Coordinate with County Planning (Implement Zoning Text Amendment) | |
| 1.6 Consider opportunities associated with large properties that are for sale to develop incubator facilities for water dependent support businesses including aquaculture, specialty seafood markets, marine-heritage tours, boat building and repair, etc. | Develop feasibility studies and prospectus for marketing properties | USDA/MAERDAF |

| | | |
|--|--|--|
| 1.7 Identify opportunities for expanding the network of home-based and cottage industries that support the marine-based economy of Tilghman and any modifications to the county-wide ordinance regulating these businesses that could be incorporated into modifications of the Village Center Zoning District regulations. | Coordinate with County Planning (Implement Zoning Text Amendment) | |
| 1.8 Develop and adopt guidance for permitted uses to maintain the character defining features of Tilghman Island's working waterfront areas and implement through the site plan review process as part of WWOD (including potential adjustments to existing county-wide guidelines for rural villages). | Coordinate with County Planning (Implement WWOD) | |
| GOAL 2: Expand opportunities to diversify the local economy through heritage and nature-based tourism consistent with the existing scale and character of Tilghman Island | | |
| 2.1 Expand opportunities to diversify the local economy through heritage and nature-based tourism consistent with the existing scale and character of Tilghman Island. | MHAA/Stories of the Chesapeake Heritage Area; MOTD; Talbot Office of Tourism | USDA Rural Economic Development |
| 2.2 Position Tilghman to support and appropriately promote heritage- and nature-based tourism assets that build upon the watermen culture of Tilghman and its abundant natural resources for the next generation of travelers. | MHAA/Stories of the Chesapeake Heritage Area; MOTD; Talbot Office of Tourism | USDA Rural Economic Development |
| 2.3 Consider the development of a continuous and interpretive walking trail between Dogwood Harbor and Knapps Narrows as a priority, and an Island Loop trail as a long-term goal. | Coordinate with County Roads | MHAA/Stories of the Chesapeake Recreational Trails Program |
| 2.4 Support efforts of Phillips Wharf Environmental Center to expand educational opportunities (focused on aquaculture) by packaging overnight lodging, hospitality and educational travel. | Coordinate with Talbot Office of Tourism MHAA/Stories of the Chesapeake Heritage Area Maryland Office of Tourism Development | MHAA/Stories of the Chesapeake Recreational Trails Program |
| Goal 3: Preserve, maintain and enhance existing residential structures in a manner that is compatible with the existing neighborhood scale and character. | | |

| | | |
|---|--|---|
| 3.1 Increase housing opportunity and affordability by encouraging infill development on existing vacant lots while retaining the scale and character of homes within the street and block. | | Rural Capacity Building for Community Development and Affordable Housing Grants Program (HUD) |
| 3.2 Adapt the existing Talbot County village center design policies and guidelines to reflect the identifiable character defining features of Tilghman's traditional neighborhoods | Consider eligibility for historic district to widen range of funding opportunities and tax credits | MHT Non-Capital Grant Program (due May 1 to conduct inventory and determine feasibility) |
| 3.3 Develop and adopt incentives to encourage the rehabilitation and adaptive re-use of existing structures and discourage tear down and new construction. | Part of WWOD and IDA implementation | USDA |
| 3.4 Encourage the use of residential buildings for appropriate home-based businesses and cottage industries. | Coordinate with NextStep190 | USDA / MAERDAF |
| Goal 4: Sustain and expand Tilghman Island infrastructure that supports marine and community-based economic development and maintains high quality of life. | | |
| 4.1 Sustain and expand Tilghman Island infrastructure that supports marine- and community-based economic development and maintains high quality of life. | | Rural Business Development Grants Program in Delaware and Maryland Boating Infrastructure Grant Program Waterway Improvement Grants |
| 4.2 Reduce the risk of flood exposure to existing infrastructural assets from the impacts of sea-level rise | | MDNR Coast Smart Programs |
| 4.3 Develop a management plan to formalize maintenance of working waterfront assets (navigable channels, shorelines, docks and piers, bulkhead, marine repair and services, etc.) | | Boating Infrastructure Grant Program Waterway Improvement Grants |
| 4.4 Work with State Highway Administration to develop and adopt a desired cross section and desired character for Tilghman Island Road. | | Transportation Alternatives Program Recreational Trails Program |

POTENTIAL FUNDING SOURCES

The following more fully describes the potential funding sources listed in the implementation table. Note that many of the federal programs listed may change based on future federal budgets and priorities.

Waterway Improvement Grants

According to the DNR website:

“The Waterway Improvement Fund was established in 1966 (Annotated Code of Maryland Sec. 8-707 of the State Boat Act) for the purpose of funding projects which improve and promote the recreational and commercial capabilities, conditions and safety of Maryland’s waterways for the benefit of the general boating public.”

The Fund provides financial support in the form of grants and/or loans for capital projects and services that serve the boating public including the following selected project types directly relevant to Tilghman:

- Marking of channels and harbors and establishing aids to navigation.
- Clearing of debris and obstructions from navigable waters of the state.
- Dredging channels and harbors, and constructing jetties and breakwaters, including those projects in cooperation with the U.S. Army Corps of Engineers.
- Construction of marine facilities beneficial to the general boating public.
- Installation of marine sewage pump-out stations.
- Evaluation of water oriented recreation needs and capacities of Maryland waterways and the development of comprehensive plans for waterway improvement projects.
- Boating information and education.

Construction of marine facilities for marine firefighting, police, first aid and medical assistance, and communications for promoting safety of life and property and general service to the boating public. Recreational Trails Program (SHA):

A federally funded program assisting development and maintenance of smaller scale motorized and non-motorized trail, trailhead and restoration projects. Examples of trail uses include hiking, bicycling, in-line skating, equestrian use, canoing, kayaking, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, or using other off-road motorized vehicles. Recreational Trails is now a part of the larger Transportation Alternatives Program due to the latest federal transportation law, but has retained dedicated funding for the following eligible activities:

- Construction of new trails;
- Maintenance and restoration of existing trails;

- Development/rehabilitation of trailside facilities and linkages;
- Purchase/lease of trail construction equipment;
- Trail/corridor easement and property acquisition; and
- Interpretive/educational Programs, signage and maps related to recreational trails use.

Funding source: Federal. Grant awards cannot exceed \$40,000 for new construction and \$30,000 for other projects; Local match: 20 percent of total project cost as a cash match.

Maryland Heritage Areas Financial Assistance Programs (MHT):

The Maryland Heritage Areas Program provides dollar-for-dollar matching grants to nonprofit organizations and government entities for capital and non-capital projects located within a Maryland Certified Heritage Area (CHA). Talbot County is located within the Stories of the Chesapeake Heritage Area. Grants can support projects involving historical, cultural or natural resources, sites, events or facilities. Eligible projects must have a heritage tourism component.

Non-Capital. Grants of up to \$50,000 are available for non-capital projects, which can include Planning (research, field investigation, data recovery, feasibility and planning studies, design documents and other planning activities that support the heritage area); Interpretation (exhibits, signage, pedestrian wayfinding signage, interpretive brochures, educational programs and materials, other interpretive activities that support the heritage area); and Programming (seminars, conferences, performances, reenactments, commemorations, festivals).

Capital. Grants of up to \$100,000 are available for Acquisition(fee title of real property, interest other than fee title (i.e. easement) of real property); Development (repair or alteration of an existing building, structure or site, new construction for heritage tourism purposes) among other purposes. For more information:

Jen.Ruffner@maryland.gov, Program Assistant Administrator
410-514-7612

Maryland Agricultural Education and Rural Development Assistance Fund (MAERDAF) and Rural Maryland Prosperity Investment Fund (RMPIF)

According to its website, the Maryland Agricultural Education and Rural Development Assistance Fund (MAERDAF) “offers financial support to rural-serving nonprofit organizations that promote statewide and regional planning, economic and community development, and agricultural and forestry education efforts. The Fund also provides targeted financial assistance to community colleges that support small and agricultural businesses through enhanced training and technical assistance offerings.

The Rural Maryland Prosperity Investment Fund (RMPIF) supports the Rural Maryland Council's activities and the Maryland Agricultural Education and Rural Development Assistance Fund (MAERDAF), which provides capacity-building funds to rural nonprofit service providers. It also supports the states' five regional councils, regional infrastructure projects, rural entrepreneurship development, rural community development, and rural health care organizations.

Grant applications were due in July and August of 2016, respectively for FY 2017 funding. For more information visit <http://rural.maryland.gov/maerdaf/>

USDA Rural Business Development Grants

Most Recent Application Deadline: March 31, 2017

RBDG is a competitive grant designed to support targeted technical assistance, training and other activities leading to the development or expansion of small and emerging private businesses in rural areas that have fewer than 50 employees and less than \$1 million in gross revenues. Programmatic activities are separated into enterprise or opportunity type grant activities.

<https://www.rd.usda.gov/programs-services/rural-business-development-grants/md>

According to USDA's web site there is no maximum grant amount for enterprise or opportunity type grants; however, smaller requests are given higher priority. Generally, grants range from \$10,000 up to \$500,000. There is no cost-sharing requirement. Opportunity type grant funding is limited statutorily to up to 10% of the total RBDG annual funding.

Enterprise type grant funds must be used on projects to benefit small and emerging businesses in rural areas as specified in the grant application. Uses may include:

- Training and technical assistance, such as project planning, business counseling/training, market research, feasibility studies, professional/technical reports, or product/service improvements
- Acquisition or development of land, easements, or rights of way; construction, conversion, renovation, of buildings, plants, machinery, equipment, access streets and roads, parking areas, utilities
- Pollution control and abatement
- Capitalization of revolving loan funds including funds that will make loans for start-ups and working capital
- Distance adult learning for job training and advancement
- Rural transportation improvement
- Community economic development
- Technology-based economic development
- Feasibility studies and business plans

- Leadership and entrepreneur training
- Rural business incubators
- Long-term business strategic planning

Opportunity type grant funding must be used for projects in rural areas and they can be used for:

- Community economic development
- Technology-based economic development
- Feasibility studies and business plans
- Leadership and entrepreneur training
- Rural business incubators
- Long-term business strategic planning

*** Applicants should contact Business and Cooperative Programs Department at 302.857.3628 to discuss proposed projects with a Program Specialist prior to submitting an application.

Maryland Program Contact: Letitia Nichols, Business and Cooperative Program Director 302-857-3628

Green Streets, Green Jobs, Green Towns

The Chesapeake Bay Green Streets-Green Jobs-Green Towns (G3) Grant Program funded by the United States Environmental Protection Agency, Region III (EPA), Chesapeake Bay Trust (Trust), and the City of Baltimore Office of Sustainability with support from the Maryland Department of Natural Resources, was created to support design projects, financing strategies, and/or implementation of green street projects. The goal of the is to help communities develop and implement plans that reduce stormwater runoff, increase the number and amount of green spaces in urban areas, improve the health of local streams and the Chesapeake Bay, and enhance quality of life and community livability. This collaborative effort supports implementation of the and serves as a key component of EPA's Green Streets, Green Jobs, Green Towns (G3) Partnership. The G3 Partnership provides support for local, grassroots-level greening efforts to reduce stormwater runoff from towns and communities in urbanized watersheds.

Up to \$30,000 may be awarded for design projects. Up to \$75,000 for implementation projects.

Deadline: March 17, 2017 at 5:00 pm.

Transportation Alternatives Program (SHA)

The program provides funding for projects that enhance the cultural, aesthetic, historic, and environmental aspects of the intermodal transportation system.

- Planning and design of bike/pedestrian facilities and safe routes for non-drivers;
- Construction of bike/pedestrian facilities;
- Construction of safe routes for non-drivers; and
- Conversion of abandoned rail to bike/pedestrian trails.

All TAP projects must meet the following criteria:

- Funding source: Federal. All TAP projects must comply with ADA, NEPA, Davis-Bacon wage rates, Buy America, and other applicable state and federal regulations;
- Local match: 20 percent of total eligible project costs as a cash match. A TAP grant can cover up to 80 percent of the design and/or construction costs. Prior project work and right-of-way acquisition and in-kind services match cannot be counted toward the 20 percent match requirement. In-kind services can be approved on a case by case basis;
- Open to the public and benefit all Marylanders, not a specific group or individual;
- Serve a transportation purpose, connecting two destinations (TAP projects cannot be solely recreational in purpose, but may be phased as long as each phase continues to serve transportation destinations);
- Unrelated to planned or existing highway projects, routine highway improvements, or required mitigation for a planned or existing highway project; and

Located on publicly owned right-of-way or on right-of-way encumbered with a permanent easement held by a state agency or the government agency sponsoring or co-sponsoring the project.

Contact: Transportation Alternatives Program Manager, SHA Regional & Intermodal Planning, 410-545-5659, <http://www.sha.maryland.gov/Index.aspx?PageId=144>.

Maryland Bikeways Program (MDOT):

The program supports projects that maximize bicycle access and fill missing links in the state's bicycle system, focusing on connecting shared-use paths and roads and enhancing last-mile connections to work, school, shopping and transit. The following projects are eligible for funding

- Feasibility assessments, design and engineering;
- Construction of shared use paths, cycletracks and bicycle lanes;

- Shared lane and other pavement markings;
- Bicycle route signage and wayfinding;
- Bicycle capital equipment (e.g. parking);
- Other minor retrofits to support bicycle routes; and
- Education materials to support bikeway projects.

Requirements:

- Funding source: State;
- Local match: Zero percent for Priority Minor Retrofit projects, 20 percent for other Priority Projects, and 50 percent for non-priority projects. Match may include cash or in-kind services contributing to the project, including expenditures up to 24 months prior to a Bikeways project award;
- All Bikeways Projects must meet at least one of the following criteria; and
- Located substantially within a Priority Funding Area, within 3 miles of a rail transit station or major bus transit hub;
- Provide or enhance bicycle access along any gap identified in the Statewide Trails Plan; and
- Identified as a transportation priority in the County's most recent annual priority letter submitted to MDOT.

Priority Projects are defined as any of the following:

- Enhance bicycle access within 3 miles of a rail transit station;
- Provide or enhance bicycle access along a missing link identified in the Statewide Trails Plan; and
- Enhance bicycle circulation within or access to a Sustainable Community, Designated Maryland Main Street, census tract at or below 60% of area median income, major university, central business district, or important tourist or heritage attraction.

Contact:

Marty Baker, MDOT Planning and Capital Programming, 410-865-1294, mbaker1@mdot.state.md.us, <http://www.mdot.maryland.gov/newMDOT/Planning/Bike/Bikeways.html>.

Program Open Space (DNR):

The program consists of two components, a local grant component often called Local side POS and a component that funds acquisition and recreation facility development by the State. The local side component provides financial and technical assistance to local subdivisions for the planning, acquisition, and/or development of recreation land or open space areas. Note that in order to be considered for this program,

projects need to be referenced in the Kent County Land Preservation, Parks and Recreation Plan (last updated in 2012 and due for an update in the near future).

Contact:

Program Open Space Local Support Staff contacts can be found at
<http://dnr2.maryland.gov/land/Pages/ProgramOpenSpace/home.aspx>

Community Parks and Playgrounds (DNR):

The program provides funding to restore existing parks and create new park and green space systems in Maryland's cities and towns. Flexible grants are provided to local governments, which help them rehabilitate, expand or improve existing parks. Funding can help develop environmentally oriented parks and recreation projects, create new parks, or purchase and install playground equipment in older neighborhoods and intensely developed areas throughout the state.

Contact:

Community Parks and Playgrounds Local Support Staff contacts can be found at
<http://dnr2.maryland.gov/land/Pages/ProgramOpenSpace/cpp-Intro.aspx>

Wildlife & Sport Fish Restoration Program, Region 5

Boating Infrastructure Grant Program - Overview

The Boating Infrastructure Grant Program (BIG) provides grant funds to the states, the District of Columbia and insular areas to construct, renovate, and maintain tie-up facilities with features for transient boaters in vessels 26 feet or more in length, and to produce and distribute information and educational materials about the program.

The BIG Program includes two funding tiers, Tier One (non-competitive) and Tier Two (nationally competitive). Under Tier One each state, the D.C. and insular area may receive funding for eligible projects up to \$200,000 annually. Tier Two funds are made available through a nationally competitive process. Tier Two proposals received are reviewed, evaluated and ranked by a national panel with the final decision for funding made by the Director of the U.S. Fish and Wildlife Service. The ranking criteria, eligible projects and regulations are listed in 50 CFR 86.

Colleen Sculley, Chief, Division of Wildlife & Sport Fish Restoration Phone: 413 253-8501 Colleen_Sculley@fws.gov

Sport Fish Restoration and Boating Safety Trust Fund (Dingle-Johnson/Wallop-Breaux):

This program, administered by the U.S. Fish and Wildlife Service, may fund land acquisition and the development, operation, and maintenance of boating access facilities. Financial assistance requires a 25 percent match. NOTE: funding of approximately \$600 million per year for the Sport Fish Restoration and Boating Trust Fund was authorized under the FAST ACT. Another positive feature of the reauthorization is resilience language that charges municipalities with designing infrastructure to withstand intense weather events, which will benefit fish and wildlife habitat connectivity. This program is accessed through state government.

Maryland Historic Trust - African American Heritage

The African American Heritage Preservation Program (AAHPP) was established by the General Assembly in 2010 to provide capital grants to assist in the preservation of buildings, sites, or communities of historical and cultural importance to the African American experience in Maryland. The AAHPP is administered as a partnership between the Maryland Historical Trust and the Maryland Commission on African American History and Culture (MCAAHC).

The FY2018 funding round of the African American Heritage Preservation Program (AAHPP) will open in February 2017. The application deadline will be 11:59 pm on Saturday, July 15, 2017.

See http://mht.maryland.gov/grants_africanamerican.shtml for details and application materials.

Maryland Historic Trust - Non-Capital Projects

NOTE: Governor Hogan has included a budget line item for the MHT in FY18 budget to allow local matching grants for non-capital projects. A study to determine the eligibility of creating a Tilghman Historic District might be a potential candidate for funding. Grant announcements are likely to be on a tight timeline, with applications available on May 1 (assuming the legislature passes the budget as of mid-April with the grant program intact). A fast turnaround back to the selected grantees is expected.

ADDITIONAL PRIVATE GRANT OPPORTUNITIES

There are a variety of other public and private grant opportunities available to fund bicycle and pedestrian projects. The specific project type is the first step to determining funding eligibility. Several examples are included below.

The Robert Wood Johnson Foundation (<http://www.rwjf.org/>) invests in grantees (e.g., public agencies, universities, and public charities) that are working to improve the health of all Americans. Current or past projects in the topic area “walking and biking” include greenway plans, trail projects, advocacy initiatives, and policy development.

Tilghman

DRAFT VILLAGE MASTER PLAN

APPENDICES

Appendix 1: Community Survey

Prepared for:
Talbot County, Maryland



February 2017



LARDNER/KLEIN
LANDSCAPE ARCHITECTS

in association with:
Heritage Strategies, LLC

CodeWright, LLC

Preservation
Facilitation
Code Development

